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ABSTRACT

In anticipation of Congressional hearings, the National Advisory Council on Education Professions Development has prepared this document containing recommendations about the future of the Education Professions Development Act (EPDA). It is felt that the Act should be extended, but revised to reflect changing societal needs. The document is divided into three parts. The first part is an evaluation of the Act. Although the concept of EPDA is still valid and much needed today, there is some question as to whether the Act has been well administered. The second part deals with trends and issues affecting new legislation, and part three identifies and explains specific recommendations. Appendixes include the following: (a) federal programs with a component for professional education development, (b) descriptions of major EPDA programs, (c) recommendations and views of selected educators and citizens, and (d) names of persons consulted in preparing this report. (PB)

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Staffing the Learning Society:

Recommendations for Federal Legislation

A Report to the President and the Congress

by the

National Advisory Council on Education Professions Development

March, 1975

Room 308

1111 20th Street, N.W.

Washington, D. C. 20036

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Preface

In the annual report of this Council, submitted on January 31, 1975, as required by law, we mentioned that we had two reports in preparation and hoped to have them available in the Spring of 1975.

Staffing the Learning Society is now ready as scheduled, and presents our recommendations for legislative action on the Education Professions Development Act which is scheduled to expire on June 30, 1975.

Copies of the report are being distributed to the President, the Congress, and leaders in education. After our supply of free copies is exhausted, the report will be available through the ERIC system.

March 1975

-- Lyle E. Anderson, Jr.
Chairman

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Introduction

The Education Professions Development Act (EPDA), along with other provisions of the Higher Education Act, expires June 30, 1975. In anticipation of Congressional hearings, the National Advisory Council on Education Professions Development has prepared its recommendations about the future of EPDA.

In carrying out this responsibility, the Council sought the advice of a large number of persons including public officials, teachers, administrators, students, and concerned citizens. A partial listing of persons consulted is included as Appendix D. Meetings were held with representatives of organized education groups. A sample of teachers and school administrators was interviewed in Washington, D.C. Evaluations of programs supported by EPDA have been reviewed, together with the findings of recent research and the professional literature.

In summary, our conclusion is that the Education Professions Development Act should be extended but revised to reflect changing societal needs, with emphasis on improving the quality of educational personnel. Since 1967, when EPDA was enacted, we have moved from a general shortage of classroom teachers to a general surplus. The demand for new teachers in elementary and secondary education is expected to decline in keeping with the lowered birthrate. However, demand for personnel is likely to grow in non-traditional postsecondary education

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and in certain specialty areas, including early childhood education, adult education, education of the handicapped, career education, and vocational education. The situation we now face calls for emphasis on quality, improved productivity, and in-service education, all within the context of significant expansion of the nonconventional segment of the educational enterprise. The new learning society in the United States consists not only of the large, conventional "schooling" sector -- teachers and students in the traditional sense -- but a growing sector made up of people previously left out -- the handicapped, for example, and mature adults in all walks of life.

Conventional thinking about education tends to be limited to the years between kindergarten and graduate school. It is becoming increasingly evident, however, that the universe of American education includes a vast nonconventional segment, and that artificial barriers between education, work, and leisure are being erased. Continuing education, recurrent education, or lifelong learning -- by whatever name -- we are discovering that the educative demands of our society are almost unlimited. What is lacking is a coherent public policy that points the ways in which present and prospective educators might do a better job of serving socially determined ends. The conception of a "learning society" offers a basis for greater coherence in policymaking.

This report establishes a broad perspective to analyze the educational needs for those who serve all types and levels of education --

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as teachers, faculty, administrators, staff, and board members -- and then makes specific recommendations on how to improve the Education Professions Development Act. The report was adopted by the Council at its regular meeting on March 5, 1975.

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1. The Education Professions Development Act

An Evaluation

The Education Professions Development Act, signed into law (P.L. 90 - 35) by President Johnson on June 29, 1967, was conceived as an "umbrella" law: one of its main purposes was to pull together and coordinate the scattered legislative authorities for various types of teacher and educational staff training then existing. In addition, the U.S. Office of Education was concerned at the time about the quality and quantity of educational personnel available to carry out the new missions which the Elementary and Secondary Education Act of 1965 had charted. With its new Congressional authority, USOE was on the move as a driving force in American education. Improvement of teacher training was an obvious target for its reforms.

The testimony of then Commissioner Harold Howe II before the Senate Subcommittee on Education in June 1967 summarized the situation:

> The recent increases in school enrollment and the expansion of Federal Educational programs have demonstrated that existing Federal training authorities are inadequate. Present training programs are not capable of encouraging either the numbers, kinds, or quality of people needed to staff this Nation's educational programs.
>
> The critical need for teachers continues and, according to a nationwide study, is more acute this school year than it was a year ago. Thousands of additional teachers are needed to meet the demand, to reduce

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> class size, to replace teachers leaving their positions, and to eliminate the numbers of teachers -- estimated at more than 90,000 -- who do not have adequate training. Current programs are handicapped in meeting these changing manpower requirements. Legislative authority is fragmented, and too often applications must be fashioned to meet legislative requirements rather than educational needs.[1]/

According to a study commissioned by this Council,[2]/ the Congressional sponsors of EPDA assumed that educational needs would be identified by OE. The Congress also established our Council -- the National Advisory Council on Education Professions Development. The discretionary authority provided by EPDA -- meaning, freedom by OE to identify training needs and spend resources on them -- was supposed to enable OE quickly to meet needs as they arose. The main concepts underlying EPDA were these: needs assessment, discretionary flexibility, consolidation of programs, vast new funds, and a continuing national teacher shortage. The first three proved to be less in fact than they seemed on paper, and the last two never materialized. Congress did not appropriate vast new funds to support major new initiatives in teacher education, and perhaps most surprisingly of all, by 1970 the teacher shortage had become a memory.

Following is a resume of the major provisions of EPDA:

Part A: General Provisions

> Sec. 502 - Establishes a National Advisory Council on Education Professions Development.
>
> Sec. 503 - Requires the Commissioner to appraise the Nation's existing and future personnel needs in the field of education, and to publish annually a report on the state of the educations professions.

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Part B: Attracting and Qualifying Teachers

Subpart I - Authorizes continuation of the Teacher Corps for the purpose of strengthening the educational opportunities available to children in areas having concentration of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation.

Subpart II - Authorizes the Commissioner to make grants to the states to enable them to overcome teacher shortages by attracting to teaching persons "who have been otherwise engaged" and to provide them with the qualifications necessary for a successful career in teaching; by obtaining the services of teacher aides; by encouraging volunteers (including high school and college students) for service as tutors for educationally disadvantaged children; and to retrain teachers for areas of shortage.

Part C: Authorizes fellowships for teachers and related educational personnel to pursue graduate study.

Part D: Authorizes the Commissioner to make grants and contracts for programs to improve training and retraining opportunities for educational personnel, including pre-service and in-service programs.

Part E: Authorizes the Commissioner to make grants and contracts with institutions of higher education to assist them in training persons who are serving or preparing to serve as teachers, administrators, or educational specialists in institutions of higher education.

Part F: Provides for training and development of vocational educational personnel.

Although EPDA was enacted late in June of 1967, no appropriations were made for Fiscal Year 1968. OE spent the better part of FY 1968 in planning. The only money available was appropriated for programs authorized under previous legislation, including fellowships and institute programs and the Teacher Corps.

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Following a year of planning in 1967 - 1968 and the staffing of a Bureau of Education Professions Development (BEPD) to administer the programs, EPDA was launched with an initial appropriation of $113.6 million for FY 1969, more than half of which was for mandated (non-discretionary) programs. In actuality the much-touted "discretionary" authority of EPDA proved to be rather narrow. Most parts of the Act were restricted, categorized by laws specifying how funds were to be spent. For example, Part B-1 continued authorization of the Teacher Corps; Part B-2 provided grants directly to State education agencies which were largely free to spend the money as they saw fit to remedy teacher shortages; Part C authorized the continuation of teacher fellowship programs originally created by the Higher Education Act of 1965; and Part F authorized State grants to support training of vocational education personnel. The part of the Act which allowed significant discretion by OE was Part D, which provided broadly for "improving training opportunities for education personnel." Most new programs established under BEPD were funded under Part D. All told, the Bureau received in its first year $25 million in "new" money (out of a total of $113.6 million appropriated for EPDA). Most of the funds appropriated went to programs that existed before EPDA.

Guidelines that were drawn up for grant applications reflected the thinking of the BEPD. Colleges and universities, state departments of education, and local education agencies, when applying for funds, were

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asked to "identify those priority needs... to which they wish to address themselves. They may wish to be guided by the National needs identified in the section on criteria, or they may wish to attend to other needs for which they can assemble convincing evidence."

The guidelines identified national "needs." Proposals might:

-- Help the disadvantaged;
-- Be directed to particularly acute training and retraining needs especially with regard to school administrators, trainers of teacher trainers, auxiliary school personnel, and personnel for preschool programs;
-- Be directed to training in fields where personnel were in critically short supply;
-- Give evidence that they were likely to make substantial progress toward meeting the needs stated;
-- Be innovative;
-- Involve consortia of institutions, to "capitalize on combinations of the substance and method of education";
-- Involve the academic disciplines;
-- Include plans for evaluation and dissemination.

This list of objectives is non-directive and not very specific, and it is clear that OE determined to allow applicants plenty of room to be imaginative in developing projects. The response from potential grant recipients was overwhelming. The first year BEPD received 3,200 grant applications asking for about $1 billion. Ultimately, about 1,000 projects for improving teacher education were funded. In summary then:

> The goals of the new Bureau were mixed, sometimes vague, nad often conflicting. The Congress wanted consolidation, better management, an end to the shortage of teachers; the leadership of USOE wanted more discretion, the elimination of overlapping authorities, and a chance to try out some new ideas in training; and the Bureau's leadership had some ideas of its own --reform of teacher training, diversification of the education professions,

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> minority recruitment, emphasis on the disadvantaged, and less dependency on the universities. This was not an agenda that everyone could agree on, but a conflicting mix of motives likely to produce strain and confusion.[3]

In addition to this initial confusion of purpose, the new programs of the Bureau were no sooner launched than the demand for new teachers began to ebb. By 1970 it was clear that the lowered birthrate would cause a reduction in future demand for teachers. Despite evidence of actual shortages of teachers in some areas, the shift in the market demand grabbed all the headlines and changed the political context of EPDA. Moreover, with turnover in the Administration in 1969 and the Commissioner's Office (there have been five different Commissioners of Education since 1968, not counting several Acting Commissioners) the ground rules have been shifting more or less constantly. In 1971 the BEPD was abolished and its functions merged into a new National Center for the Improvement of Educational Systems. Meanwhile, efforts by USOE to design a sweeping new program under the rubric of "educational renewal" failed. The National Institute for Education was established in 1972, drawing unto itself some research and development functions earlier housed in other OE branches, presumably including BEPD. The Nixon Administration's plans for revenue sharing must also be cited as having changed managerial ground rules for what began as "education professions development."

The frequent changes in Commissioners implies a certain lack of

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continuity which is reflected in the peaks and valleys in the funding history of the various programs under EPDA, as shown in Table I (which appears on the following page.) During 1969 - 1974 the programs shifted in their relative priority. Teacher Corps has been a largely autonomous program with the lion's share of EPDA funds, rising from $20.8 million in 1969 to $37.5 million in 1973-74. The second largest program is the Career Opportunities Program (COP). In this program, teacher aides climb a career ladder leading to a college degree and teacher certification. COP outlays increased from $6.7 million in 1969 to a high of $26.1 million in 1972, before falling back to $21.6 million in 1974. The USOE now proposes to abolish COP at the end of FY 1975. The Trainers of Teacher Trainers Program (TTT) began at a level of $12 million in 1973 and then phased out entirely. The Administration has since phased out nearly all of EPDA programs, except Teacher Corps, and proposes a single new initiative -- leadership development of school principals -- at a level of $3 million for FY 1976.

All told, approximately $691 million has been spent under EPDA since its inception. In assessing the impacts of EPDA, the Council has reviewed formal evaluations[4]/ and has sought the views of those experienced in the field.

Formal evaluations of EPDA programs are inconclusive and impaired by recurring changes in program direction. Accordingly, we cannot make mature judgments about program success but we can express our

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TABLE 1

Educational Development-OE/EPDA Programs*
Summary of Obligations by Activity (in thousands of dollars)

	1969	1970
Career Opportunities Program	6,714	22,117
Urban Rural School Programs	-	-
Regular (Includes Teacher Centers)		
Trend	-	-
Protocol Materials	-	
Training Complex (Competency Based Teacher Education)	-	
Special Education	5,492	6,992
Categorical Programs		
Teachers of Indians		
Bilingual Personnel		
Other Personnel Development		
Basic Studies	21,521	-
Early Childhood	2,621	4,778
Trainers of Teacher Trainers	12,086	12,419
Pupil Personnel Services	4,436	3,859
Educational Leadership	2,625	2,739
Bilingual Education	2,008	918
Teachers for Correctional Institutions	149	150
Volunteers in Education	-	-
Environmental Education	-	-
School Personnel Utilization	2,454	4,039
Drug Abuse Education	-	3,485
Career Education (Part D)	5,694	-
Right to Read	-	-
Teacher Leadership Development	9,965	-
Subtotal	75,765	61,496
Vocational Education (Part F)		5,698
State Grants (B-2)	14,960	15,512
Attracting Qualified Persons (Sec. 504)	-	424
Teacher Training in Desegregating Schools	467	9,466
Advisory Committee		
Media Specialists	1,687	1,992
Teacher Corps	20,814	21,634
Totals	113,693	116,222

*See Appendix B for major program descriptions.
- No EPDA Funds utilized.

Source: USOE through 1974; updated by the NAC/EPD

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1971	1972	1973	1974	1975(est.)	1976(est.)
25,987	26,163	24,955	21,670	1,784	
10,527	11,989	9,219	9,529	5,541	5,212
(7,568)	(6,954)				
-	(1,250)				
-	(1,917)				
(2,959)	(1,868)				
6,655	5,483	4,215	3,907		
			3,717		
		2,730	2,366	406	
		2,817	2,311	406	
-	-				
5,669	4,308	830			
10,353	11,549	1,850			
4,586	3,722	1,281			
3,892	5,084	4,395			3,000
919	807				
375	375				
275	250				
199	282				
2,581	1,750	430			
600	-				
-	130				
-	3,371				
-	-				
72,618	75,263	52,722	43,500		
6,883	6,645	11,527	11,268	9,000**	
14,998	6,991	-			
489	300	500	286		
5,556	4,870	-			
135	123	150	150	150	
2,257	1,893	-			
30,782	37,398	37,500	37,500	37,500	37,500
133,718	133,483	102,243	92,554	46,000***	46,000

** Proposed for rescission.
*** Estimate by the Administration, reflecting balance after deducting the proposed rescission.

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unhappiness with the way the programs and projects have been fragmented, vitiating the impact they might and should have had. As if to emphasize the point, the first and only director of BEPD, Dr. Don Davies, recently lamented:

> The initial and persisting differences about EPDA's purposes make the task of judging its success and failure not only difficult but also meaningless. Evaluation efforts were inadequate -- too little, too narrow, too late....5/

Further, we express concern over the lack of clearcut program objectives. We know what the goals are, because the Congress said EPDA was supposed to improve the quality and quantity of education personnel. The matter of quantity was close to a solution at the time of enactment, although few observers then knew that the supply was almost in balance with demand. In any event, the virtual disappearance of the teacher shortage derives from demographics and other changes and not intervention of EPDA.

Much remains to be done under the other mandated goal, the improvement of quality, as reflected in the findings of research and program evaluation, as well as in the views of teachers, administrators, board members, students, and concerned citizens. For the goal of improved quality to be meaningful, there should be a series of objectives, priorities, some kind of plan which translates an idea into a program. We find little assistance from the relatively few evaluation studies that have been done for EPDA programs.

When we voice concern over fragmentation of programs and call for

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the formulation of priorities, we note a similar concern voiced by our Council in its Second Annual Report:

> ... we must express some misgivings about the way in which priorities (are) developed and applied in connection with educational personnel development. What are called priorities are too often merely areas of concern, not identified objectives to be achieved. Second, designating a multitude of categories as priorities (as, for example, in the plans being considered by the Bureau of Educational Personnel Development) seems to overextend the very idea of priority. Third, it is difficult to discover enough concentration of support being available for any so-called priority to produce significant results. 6/

To be sure, that report goes back to January 31, 1969 and it reflects the work of a previous Administration, a different Commissioner, and the views of a Council where members and staff also have turned over, in toto. But the recommendation continues to be valid, just as it has gone unheeded.

We realize that the establishment of plans and priorities may be deemed to contradict our espousal of the flexible provisions of EPDA. Every time there is a quick response to a problem, it means a reordering of priorities, a deviation from whatever plan has been adopted. What troubles us is that we see little evidence either of planning or of quick responses.

For example, a persistent problem in American postsecondary education is in the area of student abuses and exploitation, a problem which has become of much greater visibility during the past two or three years. When the Commissioner of Education testified in 1974 that the default

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rate in the Guaranteed Student Loan Program could be forecast at about 18 percent, he gave an indication of the growth of this and related problems. (The General Accounting Office forecast is 25 percent.)

As Federal officials and the Congress focused on this problem area,[7] there came a realization that the weaknesses in the system derive in part from the lack of training of state officials who approve courses for veterans and who license vocational schools, proprietary schools, and colleges. Similarily, the visiting teams who represent the private accrediting associations typically are untrained. Clearly EPDA funds could be used to overcome these deficiencies and, under the flexible, quick-response provisions of the original legislation, were intended to be so used.

Since our Council has prepared a separate report on Gatekeepers in Education: A Report on Institutional Licensing (1975), we refer to it for a fuller discussion of the problem -- and suggested remedies.

Experimentation and Innovation

We count among the strengths of EPDA the support it has provided for a variety of efforts intended to improve the performance of educational staff. Some of these efforts have been more successful and more promising than others, but the fact remains that they were worth trying and that some of them are having an impact.

* Item: An increasing number of schools are working to enrich

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their programs though the use of artists in short-term residence, through demonstrations by craftsmen, through visits by "outsiders" whose presence enlarges the horizons of students, sometimes culturally, sometimes in terms of future occupational choice.

The concept is by no means unique to EPDA but is explicitly authorized in the legislation.

* Item: The concept of Teacher Centers has cought on, not only in the United States, but also in other countries. Using EPDA funds, M. Vere DeVault wrote a series of case studies on Teacher Centers in Japan, England, and the United States, including their problems, their differences, and their common purpose of providing continuing in-service education of teachers.

* Item: The concept of Competence-Based Teacher Education is a controversial movement, widely adopted by several State legislatures in several formulations, widely opposed on the grounds that it is too amorphous and too experimental. As long as CBTE is treated as an hypothesis, it makes good sense to provide financial support for this kind of experimentation, although we view with some trepidation the excess of enthusiasm which considers CBTE to be a validated conclusion, a claim not even its supporters make for the movement. Since CBTE is still experimental and rests upon a weak data base, CBTE experiments should be small in scale and accompanied by serious research.

In short, we see a continuing need for Federal funds to help

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stimulate innovative practices and programs, including some efforts which will turn out to be "wrong" or unsuccessful. We also see a need for a better planning and review system to provide for more orderly consideration of EPDA experimental and demonstration efforts.

While we cannot make mature judgments about program success based on the formal evaluations, we can make judgments about the quality of evaluations qua evaluations. The best that can be said of some evaluations is that they illuminate the obvious. The better studies provide information potentially useful to program administrators and policymakers in making decisions about how to improve programs. An example of the latter follows:

-- While most programs/projects involve the community in project operations, this involvement tends to be at a low level of intensity. Community representatives must be more deeply involved in project planning and operations in order to tailor each project to local needs. This involvement will become even more critical as the Center attempts to become more responsive to locally identified needs.

-- Project evaluation, when done, is very "soft" in nature, leaning toward observation and away from testing. Projects should be required to document their effectiveness by some objective criteria and to report it in a standardized format.

-- Sixty-two percent of the projects have taken no steps to budget for project continuation after the withdrawal of Federal funds. Prior to funding, all projects should be required to submit a plan showing a phased increase in local support over time. A review should be conducted annually to ensure that this plan is being met.[8]/

Evaluations, regardless of how clearly written and methodically sound, miss their mark unless they provide information useful in policy-

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making and program development. To be useful, the evaluation must be analyzed by policymakers. We have been unsuccessful in finding any evidence that the Office of Education has ever made serious attempts to apply the results of EPDA program evaluation to program development. Thus, the evaluations have gone unheeded.

EPDA - A Summary Evaluation

When EPDA was enacted in 1967 the teacher "shortage" was effectively ending, although most Americans were unaware of this. The Act, quite deliberately, was intended to be flexible, and it emphasized quality as well as quantity of teachers. Further, it spoke not only of teacher training but used the broad concept of education professions development, thus permitting flexible and creative use of the new authority to improve a great variety of educational personnel. We believe this concept is valid and much needed today.

On the other hand, we raise the question whther EPDA has been well administered, as measured by progress toward stated objectives. Much as we would like to give a definite answer to this question, we are unable to do so because the response of the USOE was scattered and complex, thus making even more difficult any systematic attempt at evaluation. The constant turnover in top USOE personnel makes for limited program continuity. About the best we can do, by way of summary, is to commend OE for having shown imagination and creativity, for

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having attempted a number of promising innovations, for having stimulated improvements which look to a better balance in the teaching force, and for having laid the basis for continuing efforts.

Conversely, OE may have scattered its shot too widely, without a positive strategy for improving the educations professions. Too, the Administration and the Congress have been running hot and cold on the subject of EPDA, and this makes for noncontinuous planning. Most important, perhaps, was the disappearance of a teacher shortage so soon after EPDA became operative, with an accompanying shift in objectives. Unfortunately, the existence of discretionary authority leaves USOE wide open to criticism that it rides roughshod over Congressional intent. Moreover, in a time of fiscal stringency, discretionary funds are a sitting target for budget cutters. On the other hand, without discretionary authority, the flexibility of OE may be unduly restricted. On balance, it seems to us more important to continue EPDA than to defend the discretionary authority of USOE, even though we believe it is unwise to hamstring those responsible for carrying out policy.

Much as we would like EPDA to respond to all worthwhile educational training needs, we recommend fewer and more concentrated responses, with emphasis on consortia and other devices which band together those schools and colleges or organizations which give promise of a substantial impact.

In summary, then, we believe EPDA was a good law and still is.

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Its authority is broad, giving the USOE wide scope and flexibility in the use of funds to improve the quality of educational personnel, thus suggesting the law should be retained, primarily because its broad scope and flexibility permit it to be used to meet important training needs as they are identified. Nevertheless, we believe EPDA can be improved, both in substance and the way it is administered. In the next section we discuss some of the chief trends and issues that should be considered when the new legislation is prepared.

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2. Trends and Issues Affecting New Legislation

The circumstances now facing American education differ considerably from 1967 when EPDA was legislated. In order to plan for an updated version of EPDA, it is important to study trends and issues that seem likely to affect education in the future, and that may therefore suggest what the main features of the new legislation should be. In our judgment, the most significant of these trends are:

1. Recognition of an expanding education enterprise - a "learning society" in the United States;
2. Declining enrollment in elementary and secondary schools, in response to the declining birthrate;
3. Growth in non-traditional postsecondary education;
4. Financial constraints and pressure for accountability on all levels of education;
5. Pressures for improving the quality of education;
6. A "Limits to Growth" psychology and pressures to conserve resources.

Each of these is described in turn, below.

1. Recognition of A Learning Society in the United States

The importance of a broad framework for policy planning is stressed in a recent report from the University of Notre Dame:

> Educational policy planning should begin with a comprehensive framework that would address the needs of the

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> entire population, from infancy through adulthood. The entire population should be seen as a national resource comprising a society in which continuous, purposeful learning is not only talked about but done, and in a great variety of settings and formats.9/

Approximately 101 million Americans are now part of what has been identified as a learning society. (See Figure 1) The learning society comprises those citizens and youth who are pursuing some form of structured educational opportunities or are directly connected with education as teachers, faculty, administrators and professional staff, or as trustees and board members of schools and colleges.

Figure 1 shows that the learning society consists of about 101 million persons, including the following:

-- There are about 66 million students enrolled full and part-time in American schools and colleges.

-- An additional 32 million adults are pursuing informal educational programs of all kinds, at any given time.

-- There are about 3.6 million faculty and instructional staff.

-- There are about 139,000 board members and trustees of schools and colleges.

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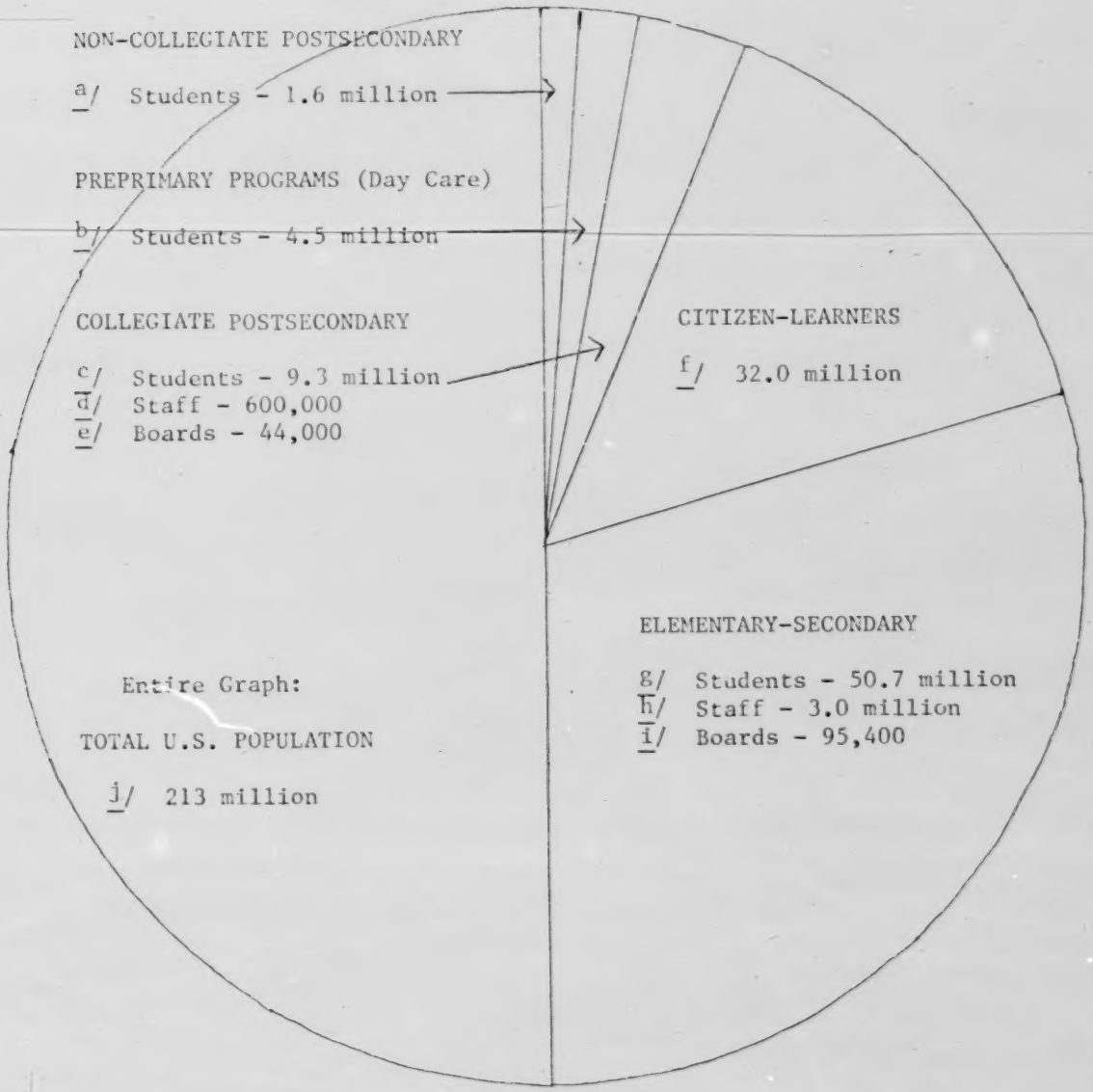
Figure 1: The American Learning Society, 1974-75.[9]



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A recognition of the scope of organized learning in the United States has implications for the preparation and training of educational personnel. Among other things, emphasis on a learning society encourages us to think about adult and continuing education as a central rather than peripheral function of organized education. The implications of this shift are far-reaching and will have strong impact on educational policy.

As a national goal, we would like to see the enactment of public policies that would encourage virtually all educable American adults to continue their education. The identification of a learning society begs the question of who is excluded from it. In a complex society such as ours continuing education is essential to the national economy and is a requirement of effective citizenship. We should promote ways of encouraging the 98-odd million American adults now excluded from the learning society to become participating members. As one observer of our situation describes it:

> In recent years the United States has been confronted by an increasingly urgent series of economic problems. Intractably high levels of unemployment, even during economic recoveries, have accompanied abnormally high levels of inflation. Economic dogmatists have applied classical solutions, with disappointing results. Absent from all of these solutions has been the development of a theory which sees continuing adult education and training as an absolute necessity to a healthy, expanding industrialized society.[11]/

Other Western nations -- Denmark, France, and West Germany -- have provided means to encourage continuing education for all adults. The fact is that in the United States, through the land-grant colleges

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and other distinctive American innovations, the Federal government has been supporting the continuing education of rural Americans -- in vocational agriculture, homemaking, and other vocational education and agricultural extension programs -- for a half century, since passage of the Smith-Lever Act of 1914 and the Smith-Hughes Act of 1917. But we have never seen fit, as yet, to adapt this concern on a substantial scale to an urban nation. We believe this will change, in time, and that in the future there will be greater emphasis on public policies to promote adult continuing education. Obviously, there are implications here for the training of educational personnel.

2. Declining Growth in Elementary and Secondary Schools

The second trend is self-explanatory; the birthrate has dipped to its lowest point in our history. The number of youth attending elementary school, and then high school, will dip accordingly, as will the demand for new teachers in elementary and secondary schools. This does not mean that no more teachers will be needed. On the contrary, we still will need upwards of 100,000 teachers each year for the foreseeable future to maintain the necessary size of the teaching force in elementary and secondary schools. Most of this demand for new certified teachers is caused by turnover and retirements. Figures 2 and 3 demonstrate the projected school enrollment and the demand for teachers to 1982. Turnover among teachers seems likely to decrease because of the

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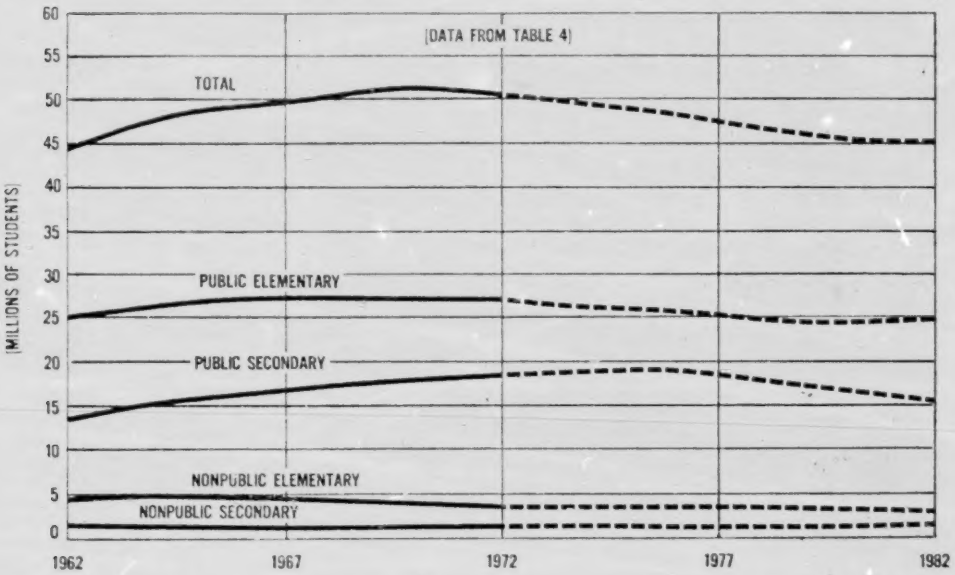
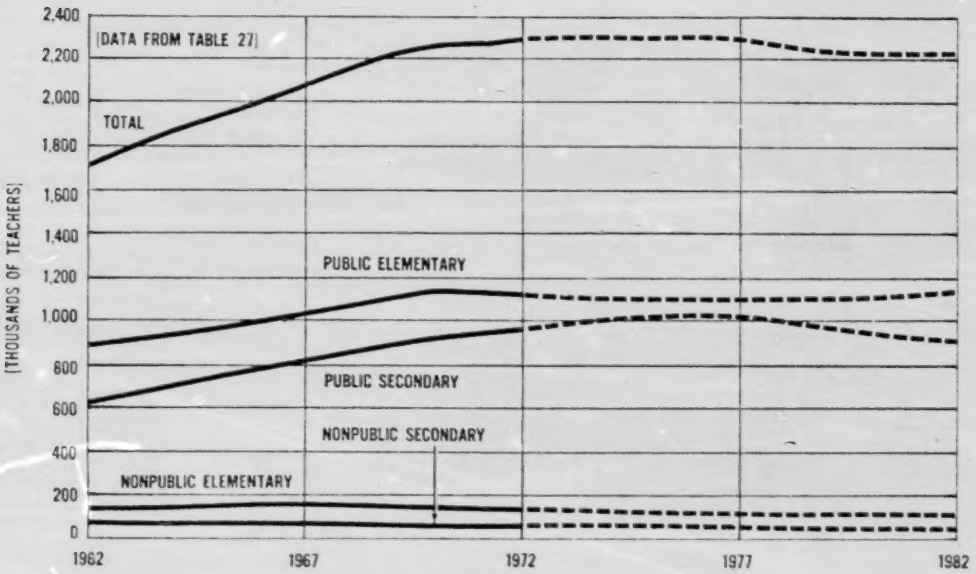
Figure 2: Enrollment in Grades K-12 of Regular Day Schools, By Institutional Control and Organizational Level: United States, Fall 1962 to 1982



Source: USOE, Projections of Educational Statistics to 1982, 1973 Edition, p. 5.

Figure 3: Classroom Teachers in Regular Elementary and Secondary Day Schools, By Institutional Control and Organizational Level: United States, Fall 1962 to 1982



Source: USOE, Projections of Educational Statistics to 1982, 1973 Edition, p. 7.

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tightening job market.

Declining growth provides the breathing space to shift our concern from the problems generated by rapid growth to those of educational effectiveness -- improving quality instead of only quantity. We should seize the opportunity to improve our teacher training programs, both in-service and pre-service, so that teachers will be better prepared to carry out their professional responsibilities. There are responsibilities here to be shared by the States and the Federal Government, and we believe the renewed EPDA should emphasize local-State-Federal cooperation, wherever possible. Since the outlook for Federal revenue-sharing in education is not very good, we anticipate continuation of some system of Federal grants and contracts, but with less fragmentation and more concentration.

During the past two decades we have made heroic efforts to provide an adequate teacher for every classroom. The universities dipped into the colleges, the colleges raided the junior colleges which, in turn, recruited from the ranks of high schools teachers. Elementary and secondary schools competed against each other as well as with students who otherwise might have become housewives or engineers, military volunteers or television technicians. The emphasis was on quantity, to the obvious neglect of quality. Today we can afford to emphasize quality.

More should be done at state and local levels to use the opportunity now provided to improve the quality of education through reduc-

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tions in size of overly large classes, individualization of instruction, and expansion of adult and pre-kindergarten programs.

The so-called teacher surplus, resulting from the declining demand for new school teachers, is of great concern. There is no doubt now that there is, in many parts of the country, a surplus of teachers in certain fields. This surplus is not uniform across the nation, nor in all fields. School systems continue to have a teacher shortage in such areas as early childhood education, special education, industrial arts, remedial reading, and guidance counseling.12/ Moreover, some teachers are forced to teach in fields for which they lack adequate preparation.

This situation might be eased somewhat if teachers had greater professional mobility. Geographic balance would be enhanced if teachers in one area of surplus were retrained and encouraged to move to another area in which shortages exist. Portable pensions and reciprocal agreements for teacher certification would help to improve balance of supply and demand. Under the existing EPDA, funds have been available to support voluntary, interstate certification of teachers. Such efforts should be increased. More should be done by the States to remove obstacles to mobility.

The historic localism of American education does not lend itself very readily to the solution by the States of issues that are nationwide in scope, especially issues so complex as analysis of educational manpower needs. The Council has examined recent studies on educational

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manpower and has reached some conclusions.

First, data collection and analysis are far from perfect. For example, the National Education Association[13] reports the total number of persons graduating with at least a bachelor's degree who are meeting the minimum requirements for teacher certification for the first time. On the other hand, in the study carried out by the General Accounting Office,[14] the only persons counted were those having education as their college major, thus omitting all who may have majored in a discipline, but who also obtained a teaching certificate in the subject. Furthermore, perhaps two out of ten persons prepared in education do not seek teaching positions. Historically, a degree in education gave many students a measure of security to be "banked" for use if needed in later life. A number of lawyers, for example, have been trained first as teachers. In short, for many Americans a teaching credential is a stepping stone to other careers. We see nothing wrong in this. We cite these examples to point out that the interpretation of manpower data is a more complex matter than some would have us believe.

We believe that the National Center for Educational Statistics in the Department of Health, Education, and Welfare should move with all deliberate speed to strengthen its capability for educational manpower forecasting and monitoring. Alternatively, the collection of such data could be entrusted to the Bureau of Labor Statistics in the United States Department of Labor, or could be gathered through some other

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agency. We emphasize the need for the responsible collection of data, their prompt publication, and the need for continuity to permit better planning and policy development. Better data are needed in order to provide a firm statistical basis for professional planning and development in education. Information on teacher supply and career demand should be issued regularly by the Office of Education so as to keep informed prospective teachers, teacher trainers, and career counselors.

Second, the market mechanisms appear to be largely self-correcting in terms of regulating the number of youth choosing education as a career. The GAO study detected what could be called a feedback effect of teacher oversupply: college enrollments were dropping in those areas of teacher preparation where the largest surpluses were being experienced. Short of having a totally planned economy, as attempted in some socialist countries, there will be slippage between supply and demand.

Related to teacher supply is a question about the future of teacher-training institutions. A considerable number of colleges and universities in the United States were established as institutions for teacher education. Most have been in the process of diversifying their curriculum for many years and have, in fact, often become comprehensive universities. These institutions now have an opportunity to emphasize quality in pre-service teacher education as well as to strengthen their in-service programs. Many are also meeting the challenges by reaching out into the community to serve the growing

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interest of adults in continuing education.

We believe that new legislation should be enacted to provide funds to local agencies, nonprofit organizations, and higher education institutions to increase the educational opportunities in their communities. Empty classrooms and unemployed teachers are wasted national resources which could be used to expand educational opportunities which in turn can stimulate the economy. Among the kinds of projects which could be financed by Federal fudns would be: reduction in class sizes, specialty areas of continuing demand, in-service training, evening and Saturday classes, research aides, early childhood programs, senior citizen centers, preretirement counseling, nutrition and school health programs, and providing aid to disadvantaged students.[15] Such an effort would have two effects: it would allow persons trained as teachers to use their skills in useful and needed areas, and it would enlarge educational opportunities for those who seek to broaden their knowledge, skills, and humanistic interests.

Expansion of public service employment, at the state and local levels, is frequently discussed as one means of overcoming problems of rising unemployment. We believe that such programs, if enacted, should include provisions for the utilization of unemployed or underemployed education staff for the kinds of assignments here discussed.

3. Growth in Non-Traditional Postsecondary Education

The third trend is for growth in non-traditional education. The

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recent change from "higher" education to "postsecondary" education is symptomatic of this trend. While enrollments in elementary and secondary education are dependent on the birthrate, this is not the case with postsecondary education. According to projections by the Office of Education,[17] degree credit enrollment in higher education is expected to increase by up to one-million students during the next ten years. Increase in non-degree programs may be even larger. To meet this potential increase, the United States Office of Education projects a demand for 290,000 new college faculty members between 1975 and 1983. Of these, many will be needed to replace faculty lost through turnover, as well as to meet demands of the new students. Turnover of faculty, nonetheless, seems likely to decrease in a tightening job market. Figures 4 and 5 display enrollment trends and instructional staff expected to be needed in higher education during the period to 1982.[18]

The new growth in postsecondary education appears to be largely a result of expanding interest in and accessibility to learning on the part of mature adults. Many persons will drop out of the job market and continue their formal education when jobs become scarce. But interest in continuing education apparently has been growing for many years, during good and bad times. Social as well as economic reasons may account for this. The new learners include housewives, blue-collar workers, senior citizens, employed persons wanting to maintain or

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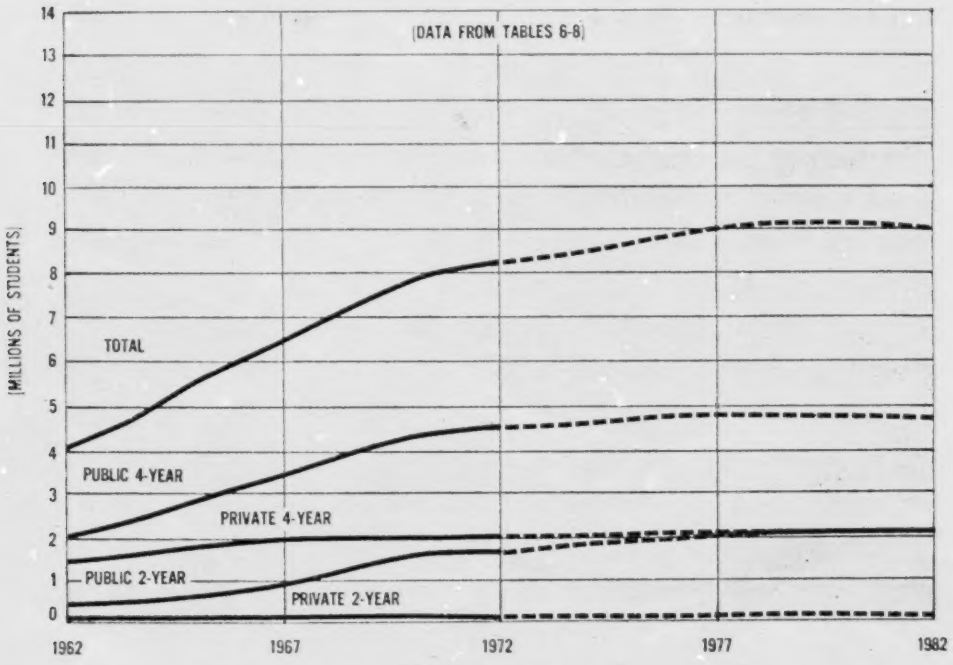
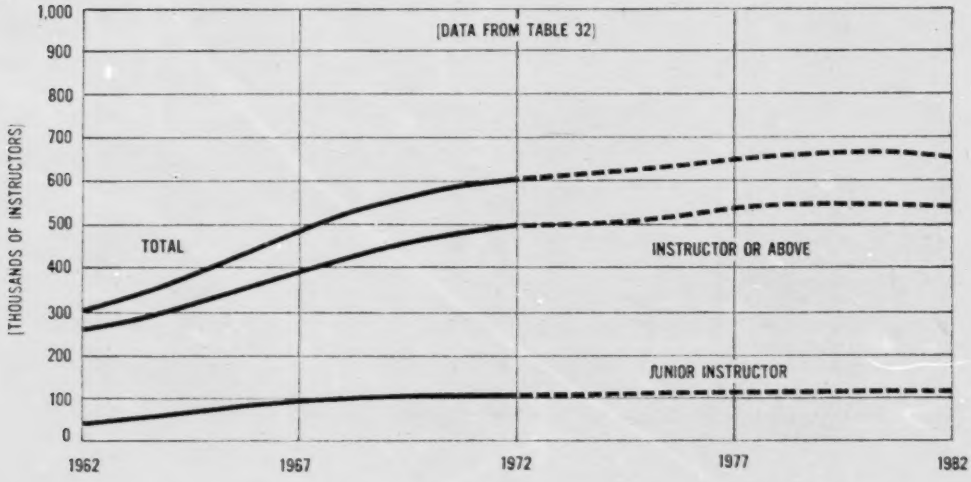
Figure 4: Total Degree-Credit Enrollment in Institutions of Higher Education, By Control and Type of Institution: United States, Fall 1962 to 1982



Source: USOE, Projections of Educational Statistics to 1982, 1973 Edition, p. 5.

Figure 5: Instructional Staff for Resident Courses in Institutions of Higher Education, By Professional Rank: United States, Fall 1962 to 1982



Source: USOE, Projections of Educational Staistics to 1982, 1973 Edition, p. 7.

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upgrade their job skills, and persons simply wanting to know more about themselves and the world. The growing educational interests of adults provide the colleges and universities with greater opportunity than ever to extend their services to the public. But the faculties are not necessarily prepared for this. This view is shared by the Council for the Progress of Non-Traditional Study, which advised us to press for a high priority in faculty development:

> Traditional colleges and their faculty are only slightly aware of the magnitude of the needs that will be involved in this shift in the demography of learners. We feel that this shift will find most faculty unprepared to deal with the altered learning situations that will be encountered.
>
> For example, there probably should be a rather massive faculty reorientation institute, perhaps in the summers, to help those trained to serve the 18-to 22-year-old in specific disciplinary areas come to grips with the problems of serving adults in interdisiplinary problem-oriented programs. There has been some research on adult learning and there are experiences of extension divisions and other external agencies to draw upon in preparing materials for institutes of this kind. An analogous experience might be those large programs established in the 1950's to help science faculties prepare materials in the nation's high schools.[18]/

The faculty for adult education programs sponsored by colleges and universities are, by and large, the same faculty who staff the residential programs. While this may be desirable on several grounds, the ordinary teacher of youth is ill-prepared to step into a classroom in which many of the students are mature adults. We believe in-service training programs are needed to help collegiate personnel make the

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transition form teaching young adults in conventional ways to preparation for teaching the "new learners."

4. Financial Constraints and Accountability

The issues of finance and accountability are hand and glove. In times of abundant new resources in a rapidly growing economy, the pressure will not be so great for accountability as it is in a time characterized by relative economic scarcity. Pressure for accountability is also characteristic of the changing attitudes of the public and consumers toward institutions of education. Once regarded by many as stiffly formal and authoritarian, the schools and colleges have learned to bend with the winds of change in American history -- from elitism to meritocracy to equalitarianism. An equalitarian society, especially one in a new state of scarcity, demands accountability of its institutions.

The format of accountability should not be purely quantitative. Those who believe that everything of value must be demonstrated in cost/benefit analysis are at one extreme of the accountability issue. At the other extreme are those who refuse to accept the fact that in an economy of scarcity, choices must be made. While it is ultimately the politician's role to make the decisions regarding public spending priorities, educators are being asked to provide policymakers with objective evidence to help them make better informed decisions. There is nothing in our crystal ball to suggest that the future holds

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anything different in store. What we hope to see is an increasing understanding, on both sides, of the strengths and limitations of quantitative analysis. Without mutual understanding of limitations, much data collection, analysis, and evaluation will be meaningless busywork for already overburdened staff.

One vital ingredient leading toward improved accountability is the fullest possible disclosure of the performance of a school as well as its goals and objectives. While we recognize the limits of quantitative data, the fact remains that schools today could increase their accountability by publishing annual reports which show such things as retention rates, the record of job placement of graduates, the scores on nationally or regionally standardized examinations (is our school above or below the national norm in reading level?).

We understand the reluctance of school and college administrators in disclosing these types of data because they can be abused, they can be used for misleading comparisons, for attacks which may not be warranted. Nevertheless we consider it a part of professional performance and competence to render a thorough and informative accounting to the public our schools and colleges are serving. There should be greater understanding, as well, of the complexity and variety of the impacts on student performance. Schooling is only one factor in student learning and cannot be expected to overcome all limitations in a child's environment. Further, to make this kind of accountability and disclo-

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sure increasingly acceptable, we urge Federal leadership through the sponsorship of institutes and training programs, the development of model reports, and the inclusion of accountability as part of the professional development of trustees and board members.

The implications of accountability for the preparation of educational personnel also include need for increased attention to procedures of evaluation and data analysis. This includes greater sophistication about interpreting and applying the results of scientific evidence. Most important perhaps is a growing awareness by those concerned that the aim of efforts at improved accountability is not only greater efficiency but also greater productivity.

One of the best statements we have seen on the subject of productivity needs and limitations is by Howard R. Bowen, a distinguished economist, former President of Claremont University Center and the University of Iowa. While he is speaking of higher education only, his argument can be extended to all of the education enterprise:

> Productivity improvement is something that should be worked at continuously. Here is a major responsibility of educators. They are the ones who must provide the leadership and the know-how to get more results with the same money, or the same results with less money. And it would be entirely in order for the government to offer incentives toward greater productivity. However, the dilemma of all the service industries is that service -- whether by a worker, a teacher, a congressman, or a civil servant -- involves person-to-person relationships. When the personal aspects of a service become attentuated, its quality and effectiveness are diminished.[19]

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We recognize that there are serious limitations in applying an industrial concept of productivity to education. We emphasize that we are concerned with the improvement of quality in education, with increasing the scope and depth of the educational experience, and that increases in productivity can take many forms; such increases should not be equated with simplistic notions of higher student-teacher ratios or the mechanistic substitution of a television tape for a live teacher. Conversely, we like the idea of using educational technology, especially if it can increase the effectiveness of teachers who can thus reinforce their face-to-face contacts through the use of outside stimuli.

5. Pressures for Improving the Quality of Education

For years the phrase "improve the quality of education" was a shibboleth that educators were tempted to invoke whenever we ran out of facts to support our arguments. Sometimes we still do, because facts -- based on evidence -- are just as difficult to acquire in education as they are in any other "human science."

Much of what we do in education is based on tradition as well as evidence, hope as well as experience. Schooling is an enterprise full of simple human failings as well as human triumphs. We need to press forward the tasks of understanding, the very complex processes of human cognition and development. This can be done only through basic research by competent scientists, both in the disciplines and

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on an interdisciplinary basis. Results may be a long time in coming, but at some point in time an ingenious human being, building on the earlier research data compiled by hundreds or even thousands of predecessor scientists, will find a breakthrough that could lead to a better science of learning. This is the expectation of those who believe that basic improvements in the quality of education will be derived through research. This was the expectation underlying the National Institute of Education -- and we strongly support the concept. Necessary knowledge about learning, moreover, goes far beyond research in Education -- spelled with a capital "E." What effective teaching is, for example, begins with knowledge about the fundamental chemical, biological, and psychological roots of learning. It is currently fashionable, in some circles, to be against "mere research" without application. We believe this is a dangerous, extremely short-range view. Basic research support, instead of being cut, should be expanded.

Better research is also badly needed in applied areas, such as the relative effectiveness of different types of teacher education and the development of qualitative measures of output. This is not to say that much research has not been done; indeed it has. This Council sponsored a study which included an evaluation of the effects of teacher training. This study makes a number of methodological recommendations about improvements in educational research. It argues, for example, that "research up to now has not provided valid knowledge

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in terms of behavioral criteria... in order to judge the content of teacher training programs."[20]/

The study urges emphasis on classroom experimental studies, including random assignments of teachers and students to classes in an effort to improve the scientific validity of research. Such research could provide extremely useful information for teacher-training programs. This could include measures for competency-based education, the mode of instruction being widely promoted today.

There is pressing need for improving productivity while reducing costs. David Brown, executive vice president of Miami University, suggests:

> A profession of skeptics will not accept the concept that output quality can be maintained while decreasing input until the qualitative measure of output is demonstrated. Demonstration requires the development of qualitative measures of output.
>
> In 1975 we need to train 2000 researchers who have as their sole goal in life development of qualitative measures of educational outputs. With this level of seed investment, perhaps we can make that crucial breakthrough.[21]/

The point to be made is that applied as well as basic research must be pressed forward to improve our understanding of the how's and why's of such words as "learning," "teaching," "effectiveness," "quality," etc. There is, of course, much that we do know about quality, although it is difficult to convey quantitatively. "Can we be equal and excellent, too?" John W. Gardner's question is still on the agenda, awaiting an

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answer.

We believe that the National Institute of Education should be more adequately supported in its efforts to develop a solid base of research on teaching and learning. Research is the foundation on which quality in education will largely be based. Alternatively, funds for research and development on teacher effectiveness and productivity might be included under the extended EPDA.

Research in the laboratory sense should account for much but hardly all of our efforts to improve quality. We believe much will be gained, for example, by continuously expanding the "real life" features of many educational programs. President Ford laid down the challenge in his address at Ohio State University in August when he urged the academic community to join forces with industry and labor "to devise a whole new community of learning across this great land."[22] We enthusiastically support the President's vision. Achieving a new community of learning is the keystone of this report.

6. A "Limits to Growth" Psychology and Pressure to Conserve Resources

The formal, conventional educational enterprise clearly will not maintain the rates of growth of past decades. Our birthrates have declined and we have so greatly increased our school retention rates that future increases must, of necessity, be at a lower rate.

Since the increases were especially heavy during the decades

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after World War II, the slowdown is being felt as a decrease, especially because it occurs at a period when the American economy also is undergoing a massive change. Americans are increasingly becoming aware of the second ending of the frontier. Just as we exhausted free land about 1890, so are we now exhausting our once unlimited storehouse of cheap and free goods, especially energy. The realization is sobering and shocking.

There is a reordering of values and priorities, including the notion of the steady state, and a realization of the mixed blessings of economic growth. There is a new focus on those human activities which may be personally and socially useful and rewarding, and which encourage consciousness of quality and conservation rather than only quantity and "throwing it away."

It is appropriate, as we prepare to celebrate the Bicentennial, to conduct an assessment of how to advance the moral and ethical development of students in schools and colleges. We believe this would be a suitable topic for the proposed White House Conference on Education in 1975, as well as in programs during the Bicentennial.

We believe that Americans will continue to expand their interest in those aspects of life which can be enhanced through formal and informal educational activities. It is in this sense that we can advocate a responsible and widespread effort to enhance the quality of education through better educational manpower.

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In the period of limitless material abundance now ending, we were short of classroom teachers. We hastily pressed into service as teachers many persons who were poorly prepared. We need not apologize for those improvised solutions in the face of yesterday's tidal wave of youngsters waiting for classrooms to be built and teachers to be licensed. Now, the passage of this tidal wave permits us to turn our attention to upgrading the quality of our educational staff.

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3. Recommendations

A. For the New EPDA

We believe the revised EPDA should stress in-service education programs for those who hold professional and leadership positions in American education -- teachers, principals and superintendents, board members and trustees, public officials and their staffs responsible for educational policymaking and administration.

Congress intended that EPDA should provide umbrella authority for systematic rather than fragmented educational training programs. Nowhere in other legislation is there satisfactory support for the training of leaders, the development of whole school staffs, teacher centers, or for other imperatives in education. Thus we believe EPDA is needed and should be improved and extended.

To underscore our views on what the new EPDA should look like, in Appendix C we include some edited excerpts from a number of letters the Council received from thoughtful educators and citizens about the future of EPDA.

1. We recommend that the new EPDA emphasize in-service education for teachers, school administrators, and board members, as well as other professionals in education at all levels. Among the education and training approaches recommended are summer training institutes,

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teacher centers, teacher leadership training, fellowships for advanced study, seminars and workshops held during the school year.

If the circumstances in 1967 called for stepping up the recruitment of persons into classroom teaching, the circumstances fo the present call for something different: an emphasis on in-service education to improve the skills of persons already employed in the education professions.

Teachers and other educators, like any of us, become outdated in their knowledge. The rapid growth of knowledge in all fields of learning places a special burden on professional educators to maintain competence in their fields. Too, recent years have seen a virtual revolution in pedagogy -- new technology and new teaching methods are displacing traditional practice.

Unlike professionals in other fields who may have strong economic incentives to learn about new ways of doing things, teachers have little economic flexibility. They are not independent professionals. While many teachers aggressively pursue courses of study to keep up to date, doing so is often expensive and time-consuming. Special incentives and rewards must be provided in any realistic program of in-service professional development.

In-service education as presently practiced usually takes place on the teacher's own time and at his or her expense. Too often, in-service education has been imposed on teachers from above, without

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their participation or consultation. For acceptance and maximum impact, it is essential that the intended beneficiaries of in-service education be fully involved in designing, operating, and evaluating programs. The National Council of Teachers of Mathematics (among others) urges that teachers be involved in planning their programs and that incentives such as released time or compensation for participation in programs be provided. Furthermore, teachers should have considerable flexibility in choosing the types of in-service education most suitable to them. Programs should be packaged to meet locally defined needs for training and retraining. Special efforts should be made to reach more minority groups and women.

In-service programs are needed for administrators as well as teachers. For both, programs should be tailored to their work schedules. In addition to courses in education, attention should also go to basic disciplines.

Collaborative approaches to in-service education should be encouraged among school systems, colleges and universities, state education agencies, business and industry, and service agencies. Because the composition of the sponsor of Federally supported programs provides considerable leverage for bringing together affected parties, we believe it is desirable that broadly based consortia --including teachers, school boards, colleges and universities -- be utilized as recipients of grant funds for in-service education programs, wherever appropriate.

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2. We recommend that the revised EPDA be broadened to provide authority for teachers and other educational personnel to undertake educational assignments in industry, labor, business, and other professional and service occupations on a part-time basis or for temporary periods.

We believe in-service education should go beyond the classroom and that more reliance should be placed on alternative learning opportunities. For example, much can be learned in the workplace. Since almost every teacher is, in a sense, a career counselor for students, deliberate measures should be taken to broaden the exposure of teachers to the needs of the various careers and professions. Other non-classroom approaches may include library and field research. In his address at Ohio State University in August, President Ford also said we should "open a two-way street... a great new partnership of labor and education... practical problem-solvers can contribute much to education... problem-solvers of the campus can give better tools and methods to the workman." We note with pleasure that Section 504 of the EPDA provides stauatory authority to open up one lane of this two-way street! It provides for:

> encouraging artists, craftsmen, artisans, scientists, and persons from other professions and vocations, and homemakers to undertake teaching or related assignments on a part-time basis or for temporary periods.

Just as there is much to be gained, we believe, in bringing representatives of the world of work into the schools and colleges to supple-

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ment the regular faculty, so there is much to be gained by bringing educational personnel into the world of work, both for what they can learn from it (and thus pass on to their students)and for what their insights may do to improve it. Consideration might be given to providing federal funds, on a demonstration basis, to support this concept.

3. We recommend that the revised EPDA provide in-service training programs to help collegiate personnel make the transition from teaching conventional students to preparation for teaching the new learner, i.e. mature adults, including housewives, blue-collar workers, the elderly, and many others not reached by higher education in the past. Grant funds should also be provided for model faculty development programs including, for example, intercampus faculty exchanges, provisions for mixing academic with non-academic employment, innovative teaching and research projects to enhance faculty effectiveness.

Faculty development in a time of budgetary retrenchment in higher education is a vexing problem. For many years research has been the dominant professional motivation of the university scholar. The few elite colleges and universities set a pace to be imitated by many others as the size of the academic profession expanded rapidly to meet the enrollment tidal wave of 18-22 year-olds in the 1950's and the 1960's. Now that enrollments of this age cohort are expected to level off soon and then decline in the 1980's, many colleges and university faculty members face a future for which they are unprepared.

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Trained in graduate schools with emphasis on research, many college faculty members are unprepared for their new teaching responsibilities. Increasingly they will face classrooms in which the student mix is drastically different from the past in terms of age, sex, and experience. The new emphasis on lifelong learning for adults, together with a reduction in general funds available for research activity, will bring about fundamental changes in the career development requirements of faculty members.

In view of the growing universe of persons seeking continuing education, faculty members accustomed to teaching only young adults would benefit from in-service programs designed to improve their effectiveness in teaching mature adults. We believe such funds should best be provided on a demonstration basis. Model programs developed in a few institutions could serve to encourage faculty development in others.

4. We recommend that the revised EPDA include provisions for supporting model programs of in-service education for school board members, college and university trustees, and other policymakers.

Education is the only profession traditionally governed by lay citizens rather than professional peers. This is both a strength and a weakness. Among their other functions, lay boards are expected to hold the schools and colleges accountable to the public. While this was a relatively straightforward duty in simpler times, the explosion of knowledge has caught up with even the most able board

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member or trustee.

School board members and college and university trustees play a pivotal role in American education. They interpret the institution they help govern to the public and are expected to keep the public interest in mind as they consider institutional business. Considerations about staffing the enterprise should include the interests, concerns, and needs of this important governance segment.

Board members and trustees face unprecedented demands on their time and resources. It is they who must resolve the divisive issues, who must try to restore public confidence in our educational institutions, all the while being whipsawed in the climate of mistrust surrounding so much of current politicization of education. Extraordinary measures are called for to provide the continuing knowledge and skill needed by board members, trustees, and legislators in coping with their difficult tasks.

5. We recommend that the revised EPDA make provision for supporting in-service training programs dealing with the various aspects of educational accountability and productivity, to include educational personnel, public officials, and members of school boards.

We believe that the issues of accountability and productivity are serious enough to merit special attention in the new legislation. Institutes and seminars should be provided not only for educational personnel but also for legislators and other public officials and their staffs.

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It is sometimes assumed that increases in productivity can be achieved in two ways: first, through larger classes, with each instructor teaching a larger number of students, something which tends to reach a diminishing return as classes become lecture halls with lack of differentiation for students with varying interests and abilities. Second, some believe that increased productivity can also be achieved through the use of media to replace the instructor qua instructor or to strengthen his impact or coverage.

In the future students will be receiving instruction and information in a variety of media and via a variety of delivery systems. The messages transmitted may be developed by a curricular team working closely with instructional product technicians. The media "mixes" thus produced will then be made available to students for use wherever and whenever they wish to use them.

As we said earlier audiovisual technology is no substitute for 'real' teachers. Technology should be viewed as a supplement to, not a substitute for, the faculty.

EPDA has been used to develop the professional skills of educational technologists. We believe that the new law should continue the kind of flexibility which will permit our schools and colleges to work toward increases in productivity which may be achieved through technologies, or other means still to be invented or perfected.

6. We recommend the use of EPDA funds to strengthen the hands

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of the gatekeepers in American education, the staff of state agencies which approve courses for veterans, which license schools and colleges, and the members of visiting teams and board members, on whom Federal agencies rely for determination of eligibility for Federal funds.

A report by our Council, Gatekeepers in Education: A Report on Institutional Licensing (1975) discusses the problem and suggests improvements in greater detail. The report is intended as an example of the uses to which a flexible and responsive EPDA program can and should be put in dealing with the kinds of abuses which have been the subject of recent research and inquiries, both under the sponsorship of the executive branch as well as the legislative branch of government.

7. We recommend that the revised EPDA continue the Career Opportunities Program, with emphasis on emerging areas of need for new teachers.

The Career Opportunites Program (COP) is slated to be discontinued by the USOE. We disagree with this decision. The COP program serves as a valuable demonstration of upward mobility in our open society, and helps to advance the idea voiced by President Ford when he called for better linkages between teachers and workers. COP appears to be meeting genuine needs by providing teacher aides in schools while these persons prepare in-service as full-fledged teachers. Indeed, COP can help to meet the objectives of improving the quality of education by bringing into the profession mature adults who have

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experience in other occupations. COP can help to revitalize the education professions by the continuous infusion of new personnel, which is doubly important in this time of retrenchment.

8. We recommend that the revised EPDA stress integration of evaluation with program development, and that one of the goals of EPDA should be to demonstrate a model review and evaluation process for Federal education training programs.

We are disappointed by the lack of attention given by program administrators to the findings of program evaluations. It is true that the quality of many evaluations leaves much to be desired. We believe that improvement of program evaluation and the implementation of valid findings is an exceedingly important and neglected issue. In a previous publication, Search for Success: Toward Policy on Educational Evaluation (June 1974), this Council made several recommendations concerning needed improvements in conducting and using program evaluations. We believe the new EPDA should provide for improvements in the evaluation process.

9. We recommend that the renewed EPDA provide funds for training or re-training of educational personnel for service in projects designed to increase educational opportunities in their communities. We recommend further that provisions for the utilization of unemployed or underemployed education staff in education-related jobs be provided in public service employment programs.

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Much attention is being given now to public employment programs at Federal, state, and local levels to help reduce unemployment rolls. Some funds for jobs in education are now available under the Comprehensive Employment and Training Act. We believe the new EPDA can help by providing funds for the training or re-training of personnel to meet the qualifications for these jobs.

Among the kinds of public service projects which could be financed by Federal funds are: reduction in class size, specialty areas of continuing demand, evening and Saturday classes, research and demonstration aides, early childhood programs, senior citizen centers, pre-retirement conseling, nutrition and school health programs, and providing aid to disadvantaged students. EPDA funds could be used to supplement these projects with training grants. Such an effort would have two effects. First, it would allow persons trained as teachers to use their skills in useful and needed areas. Second, it would help to enlarge educational opportunites for those who seek to broaden their knowledge, skills, and humanistic interests, and thus would elevate our standard of living.

10. We recommend that the Teacher Corps develop model in-service programs.

We note with pleasure that the Congress has shifted the emphasis of Teacher Corps to in-service education (Public Law 93-380). Specifically, the Commissioner of Education has informed our Council

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that the Teacher Corps, while preserving its basic purpose, is shifting its focus "from the recruitment and training of new teachers for poverty areas to helping local schools reform and improve the education offered poor children by retraining present staff."[24] Now it is the responsibility of the U.S. Office of Education to move with all deliberate speed to carry out its new mandate.

11. We recommend a three-year (or longer) extension of this Council with an annual budget at a level sufficient for the Council to carry out its tasks, and no less than $200,000. We recommend further that the Council be administratively independent of the agencies and programs it reviews.

The use of independent Presidentially appointed advisory committees is a well conceptualized governmental device, especially because these committees can provide oversight. We take this opportunity to suggest changes which should be made if advisory councils are to perform this oversight function with greater efficiency, and, even more important, with greater independence. We are mindful of allegations that councils may be co-opted, that they may align themselves with the programs and administrators whom they are supposed to review. Many councils, including ours, are created by and have the same expiration dates as programs they review. There is thus a potential conflict of interest built into the law, since a council may be tempted to become an advocate merely for continuation rather than an independent critic. The

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remedy, it seems to us, is to make councils like ours independent of the programs we review. In the case of this Council, there is further argument for legislative separation: We are supposed to review all Federally supported educational personnel training programs, of which there are more than 150, in addition to programs under EPDA. (These programs are identified in Appendix A.) In line with this argument for greater autonomy, we believe the Council also should have its own budget and spending authority, subject to specified salary and staffing limitations, and normal audit.

We believe that advisory councils will benefit from regular review. Accordingly, we suggest periodic (perhaps biennial) evaluations of the councils, to be conducted in a manner determined by the Congress and the Administration. These evaluations would include timely recommendations to the Congress as to whether a council should be continued or whether its mandate should be revised. It seems to us economical and efficient that similar reviews of all educational advisory councils be carried out, from time to time, with the aim of evaluating their standards, productivity, and usefulness of oversight.

B. Additional Recommendations to Promote the Quality of American Education

While this report was prepared to help guide revision of EPDA,

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the Council wishes to make some additional recommendations at this time aimed at current educational needs going beyond EPDA. Discussion to support these recommendations is set forth in Part 2 of this report.

1. We recommend the development of public policies that will encourage adults to continue their education. We further recommend that the Office of Education and the National Institute of Education give greater emphasis to research and development in the education of adults. (Part 2, page 20.)

2. We recommend, as a suitable topic to be included in the proposed White House Conference on Education in 1975, and in education programs during and after the Bicentennial, assessments of how to advance the moral and ethical development of students in schools and colleges. (Part 2, page 38.)

3. We recommend that the National Center for Education Statistics in the Department of Health, Education, and Welfare move with all deliberate speed to strengthen its capability for educational manpower forecasting and monitoring, with emphasis on quality of statistical collection and better dissemination of findings. (Part 2, page 25.)

4. We recommend that the National Institute of Education be more adequately supported in efforts to develop a solid base of research on teaching and learning, and more effective processes for dissemination of findings. We support the new emphasis on dissemina-

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tion of research findings proposed in the President's Budget for NIE in FY 76. (Part 2, page 38.)

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Footnotes

Chapter 1:

1/ Testimony before Senate Subcommittee on Education of the Committee on Labor and Public Welfare, June 23, 1967, pp. 1-3.

2/ David Cohen, John Merrow, Ann Taylor, and Walter McCann, The Role of Evaluation in Federal Education Training Programs. Center for Educational Policy Research, Harvard University, mimeo, 1971, pp. 12-13. This study is the basis for the historical sketch on BEPD.

3/ Ibid., p. 17.

4/ The main evaluations include: A study commissioned by this Council, The Role of Evaluation in Federal Education Training Programs, cited above, which dealt more with the process of decision-making in OE than with programs; Full-Scale Implementation of a Process Evaluation System for Programs of the National Center for the Improvement of Educational Systems, prepared by RMC Incorporated for USOE, November 1972; and Innovation and Change: A Study of Strategies in Selected Projects Supported by the National Center for the Improvement of Educational Systems, a report for USOE, prepared by ABT Associates, Inc., undated.

5/ Don Davies, "Reflections on EPDA," in Theory into Practice, Ohio State University College of Education, Summer 1974, p. 211.

6/ National Advisory Council on Education Professions Development, Second Annual Report, January 31, 1969, p. 3. (Emphasis added.)

7/ There were three separate Congressional hearings on consumer abuses in education during 1974. Also concerned are the FTC, FICE, the VA, USOE, and ECS.

8/ RMC Corporation, Full-Scale Implementation..., op.cit., p. ix.

Chapter 2:

9/ The Learning Society: A Report of the Study on Continuing Education and the Future. (South Bend, Indiana: Center for Continuing Education) 1973, p. 2. Robert N. Hutchins may be credited with first using the title The Learning Society, on a book published in 1967. Stanley Moses first used the term "the learning force" to describe the concept of systematic planning for lifelong learning. See The Learning Force: Toward a More Comprehensive Framework for Educational Policy Planning. Educational Policy Research Center, Syracuse University, 1971.

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10/ a. Financing Postsecondary Education in the U.S., The National Commission on the Financing of Postsecondary Education, 1973, p. 15.

b. USOE, "Preprimary Enrollments," October 1972.

c. Financing Postsecondary Education, op.cit., p. 16.

d. USOE - Digest of Educational Statistics, 1973, p. 85.

e. Based on an average of 15 board members in 2948 institutions.

f. Abraham Carp, Richard Peterson, Pamela Roelfs, Learning Interests and Experiences of Adult Americans. (Berkeley: Educational Testing Service). 1973, p. 11. (This estimate is used with full knowledge of possible error. Percentages of a nationwide sample of the size used in this survey (1,893 unweighted cases) can have a margin of error of as much as three percent -- representing more than 3 million people.)

g. "Statistics of Trends in Education, 1962-63 - 1982-83," USOE, January 1974.

h. Idem.

i. National Education Association - Research Division.

j. As indicated by the Census Bureau, Office of Population Estimates, as of August 1, 1974.

11/ Herbert E. Striner, Continuing Education as a National Capital Investment, (Washington, D.C.: W.E. Upjohn Institute for Employment Research), 1972, p. vii.

12/ John Aquino, "Educational Personnel Staffing: A Literature Review," Journal of Teacher Education, Fall 1974, p. 271.

13/ NEA Research Report, Teacher Supply and Demand in Public Schools, 1973, Washington, D.C.: National Education Association, 1973.

14/ Comptroller General of the United States, Report to Congress, Supply and Demand Conditions for Teachers and Implications for Federal Programs, Washington, D.C.: General Accounting Office, March 6, 1974.

15/ We are grateful to Dean Wilbur J. Cohen, School of Education, The University of Michigan, for making the recommendation to us. Letter dated September 30, 1974.

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16/ United States Office of Education, Projections of Educational Statistics to 1982-3, U.S. Department of Health, Education, and Welfare, 1973 Edition, pp. 15-16.

17/ Ibid., p. 75.

18/ Letter to the Council dated October 11, 1974.

19/ Howard R. Bowen, "Inflation and Higher Education," mimeographed, a paper presented at the HEW Conference on Inflation, September 19-20, 1974.

20/ The Role of Evaluation..., op.cit., p. 418.

21/ Letter to the Council dated September 24, 1974.

22/ Op.cit., August 30, 1974.

Chapter 3:

23/ Letter to the Council dated October 8, 1974.

24/ Letter from Duane J. Mattheis, Acting Commissioner of Education, January 7, 1975.

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Appendix A

Federal Programs with a Component for Professional Education Development

The mandate of the Council extends to all programs of professional education development which have Federal support. This is prescribed in Section 502 of the Higher Education Act of 1965, as amended.

To put this mandate in perspective, the Council is publishing this inventory of development programs which relies heavily on the Catalog of Federal Domestic Assistance, 1972 Edition. The compilation is not as neat as we would have liked: some programs have a staff training component even though the overall program may have much broader goals; the Fund for the Improvement of Postsecondary Education (FIPSE) is an example. This also explains why it is very difficult to estimate the size of the Federal subsidy for training activities; in the case of FIPSE it is less than the theoretical maximum of $10 million (the total budget for FIPSE) -- in fact, much less.

Our inventory also lists some programs omitted from the 1972 edition of the Catalog. These are marked with an asterisk.

In publishing this inventory, we wish to acknowledge the assistance of Pamela Christoffel and Nancy Greenberg who drew on their prior research while on the staff of the National Commission for the Financing of Postsecondary Education and, at the request of our Council, made the inventory as complete as possible.

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Appendix A

Federal Programs with a Component for Professional

Education Development

	OMB Catalog Number*
DEPARTMENT OF COMMERCE	
Sea Grant Support	11.417
DEPARTMENT OF DEFENSE	
Civil Defense Architect/Engineer Programs	12.300 12.301 12.324
Civil Defense Education	12.323
Civil Defense-Staff College	12.323
Civil Defense-Staff College Student Expense Program	12.314
Civil Defense-University Extension	12.320
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE	
Aging-Special Support Projects	13.756
Mental Health-Direct Grants, Narcotic Addiction and Drug Abuse	13.254
Mental Health Fellowships	13.241
Mental Health Training Grants	13.244
Mental Health-Direct Grants for Special Projects (Narcotic Addiction and Drug Abuse)	13.254
Disease Control-Training Public Health Workers	13.203
Disease Control-Venereal Disease	13.205
Disease Control-TB	13.204
Occupational Health Training Grants	13.263
Food Research Training Grants	13.104
Radiological Health Training Grants	13.106
Assoicated Health Professions-Special Improvement Grants	13.377
Associated Health Professions-Special Project Grants	13.305
Associated Health Professions-Traineeship Grants for Advanced Training	13.303
Comprehensive Health Planning-Training, Studies and Demonstration	13.208

* Reference is to the 1972 edition of Catalog of Federal Domestic Assistance, Office of Management and Budget.

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Graduate Training in Public Health-Project Grants	13.338
Health Professions-Special Projects	13.383
Health Professsions Teaching Personnel-Training, Traineeships, and Fellowships	13.385
Health Services Research and Development-Fellowships and Training	13.225
Nurse Training Improvement-Special Projects	13.359
Nursing Professions-Talent Utilization	13.387
Nursing Research Project Grants and Contracts	13.361
Professional Nurse Traineeships	13.358
Professional Public Health Personnel-Traineeships	13.366
Maternal and Child Health Training	13.233
Allergic and Immunologic Diseases	13.855+
Bacterial and Fungus Diseases	13.856+
Viral Diseases	13.857+
Parasitic Diseases	13.858+
Arthritis, Bone and Skin Diseases	13.846+
Diabetes, Endocrinology, and Metabolism	13.847+
Digestive Diseases and Nutrition	13.848+
Kidney Diseases	13.849+
Hematology	13.850+
Cancer Research Manpower	13.389
Population Research	13.864+
Child Health	13.865+
Aging	13.866+
Caries	13.840+
Periodontal and Soft Tissue Diseases	13.841+
Cranio-Facial Anomalies	13.842+
Restorative Materials	13.843+
Pain Control and Behavioral Studies	13.844+
Dental Research Institutes	13.845+
Environmental Health Science Centers	13.872+
Environmental Mutagenesis and Reproductive Toxicology	13.873+
Etiology of Environmental Diseases and Disorders	13.874+
Environmental Pharmacology and Toxicology	13.875+
Environmental Pathogenesis	13.876+
Retinal and Choroidal Diseases	13.867+
Corneal Diseases	13.868+
Cataract	13.869+
Glaucoma	13.870+
Sensory-Motor Disorders and Rehabilitation	13.871+
Pharmacology-Toxicology	13.859+
Biomedical Engineering	13.860+
Clinical and Physiological Sciences	13.861+

+ This indicates programs for which training grant portions provide for educational development of faculty.

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Genetics	13.862+
Cellular and Molecular Basis of Disease	13.863+
Heart and Vascular Diseases	13.837+
Lung Diseases	13.838+
Blood Diseases and Resources	13.839+
Communicative Disorders	13.851+
Neurological Disorders	13.852+
Stroke, Nervous System Trauma	13.853+
Fundamental Neurosciences	13.854+
Handicapped-Early Childhood Assistance	13.444
Handicapped Innovative Programs-Deaf Blind Centers	13.445
Handicapped Media Service and Captioned Films	13.446
Handicapped Physical Education and Recreation	13.448
Handicapped Regional Resource Centers	13.450
Handicapped-Research and Demonstration	13.443
Handicapped Teachers Education	13.451
Special Programs for Children with Specific Learning Disabilities	13.520
Educational Personnel Development-Educational Leadership	13.514
Educational Personnel Development-Media Specialists	13.508
Educational Personnel Development-Pupil Personnel	13.509
Educational Personnel Development-Urban-Rural School Development	13.505
Educational Personnel Training-Special Education	13.417
Educational Staff Training-School Personnel Utilization	13.425
Teacher Corps-Operations and Training	13.489
Teacher Training in Developing Institutions	13.507
Training of Teacher Trainers	13.490
Vocational Education Personnel Development Awards	13.503
Vocational Education Personnel Development-Professional Development for States	13.504
College Teacher Graduate Fellowships	13.407
Higher Education-Cost for Veterans' Instruction	13.540
Higher Education-Land Grant Colleges and Universities	13.453
Higher Education Personnel Development-Institutes and Short-Term Training	13.461
Higher Education Personnel Fellowships	13.462
Higher Education-Strengthening Developing Institutions	13.454
National Direct Student Loan Cancellations	13.470
National Direct Student Loan-Direct Loans	13.471
Postsecondary Education Improvement Fund	13.538

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Special Services for Disadvantaged Students	13.482
Unviersity Community Service-Grants to States	13.491
Adult Education-Basic Grants to States	13.400
Adult Education-Special Projects	13.401
Adult Education-Teacher Education	13.402
Educationally Deprived Children-Handicapped	13.427
Educationally Deprived Children-Local Educational Agencies	13.428
Follow Through	13.433
Handicapped Teacher Recruitment and Information	13.452
Strengthening State Deaprtments of Education-Grants for Special Projects	13.485
Strengthening State Departments of Education-Grants to States	13.486
Emergency School Aid Act-Pilot Programs	13.526
Vocational Education Basic Grants to States	13.493
Vocational Education-Consumer and Homemaking	13.494
Vocational Education-Cooperative Education	13.495
Vocational Education-Curriculum Development	13.496
Vocational Education-Special Need	13.499
Foreign Language and Area Studies-Fellowships	13.434
Foreign Language and Area Studies-Centers	13.435
Foreign Language and Area Studies-Research	13.436
Fulbright-Hays Training Grant-Faculty Research Abroad	13.438
Fulbright-Hays Training Grants-Foreign Curriculum Consultants	13.439
Fulbright-Hays Training Grants-Group Projects Abroad	13.440
Fulbright-Hays Training Grants-Doctoral Dissertation Research Abroad	13.441
Teacher Exchange	13.437
Educational Personnel Training Grants-Career Opportunity	13.421
Civil Rights Technical Assistance and Training	13.405
Environmental Education	13.522
Right to Read	13.533
Youth Development and Delinquency Prevention	13.610
Developmental Disabilities-Demonstration Facilities and Training	13.760
Comprehensive Social and Rehabilitation Training	13.758
Developmental Disabilities-Special Projects	13.759
DEPARTMENT OF THE INTERIOR	
Mine Health and Safety Educational Training	13.352

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DEPARTMENT OF JUSTICE	
Law Enforcement Assistance Educational Development	16.511
DEPARTMENT OF LABOR	
Apprenticeship Outreach	17.200
DEPARTMENT OF STATE	
Educational Exchange-University Lecturers (Professors) and Research Scholars	19.102
DEPARTMENT OF TRANSPORTATION	
Aviation Education	20.100
ACTION	
National Student Volunteer Program	72.005
Peace Corps	72.---
University Year for Action	72.004
Volunteers in Service to America	72.003
APPALACHIAN REGIONAL COMMISSION	
Research, Technical Assistance and Demonstration Projects	23.011
Appalachian Vocational and Technical Education Demonstration Grants	23.016
ATOMIC ENERGY COMMISSION	
Nuclear Education and Training-Mobile Radioisotope Laboratory	24.013
Nuclear Science and Technology-Traineeships for Graduate Students	24.020
Nuclear Education and Training-Faculty Research Participation-Laboratory-Cooperative Program	24.004
Nuclear Education and Training-Faculty-Student-Conferences	24.005
Nuclear Education and Training-Faculty Training Institues	24.007
Nuclear Education Institute Activities	24.032

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NATIONAL FOUNDATION ON ARTS AND HUMANITIES

Promotion of the Arts-various programs	45.001
Promotion of the Humanities-various programs	45.102

NATIONAL SCIENCE FOUNDATION

Science Education-Problem Assessment and Experimental Projects	47.046
Graduate Fellowship Programs	47.009
Instructional Improvement Implementation-Higher Education	47.032
Instructional Improvement Implementation-Pre-College	47.019
Science Education Materials and Methods Development-Pre-College	47.020
Science Education Materials and Methods Development-Higher Education	47.033
International Cooperative Scientific Activities	47.014
International Travel Program	47.015
Public Understanding of Science Programs	47.038

PRESIDENT'S COUNCIL ON PHYSICAL FITNESS

Physical Fitness Clinics	55.004
Physical Fitness Demonstration Center Schools	55.005

SMITHSONIAN INSTITUTION

Academic Appointments	60.002
Chesapeake Bay Center for Environmental Studies	60.004
Visiting Research Appointments	60.019
Woodrow Wilson International Center for Scholars-Fellowships and Guest Scholar Programs	60.020
Educational Services-Elementary and Secondary Education	60.005

VETERANS ADMINISTRATION

Biomedical Research-Career Development	64.001

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Appendix B

Descriptions of Major EPDA Programs*

Name:

Career Opportunities Program

Legislation:

EPDA, Part D, Section 531

Program Purpose and Operations:

The purpose of the Career Opportunities Program is to improve the education of children from low income families by:

1. Attracting low income persons -- especially Vietnam veterans -- to new careers in schools serving people from low income families;

2. Finding better ways of utilizing school staffs for services;

3. Developing training programs for school aide personnel leading to full certification as teachers -- programs which combine college level work-study and structured career advancement opportunities;

4. Encouraging greater understanding and participation between the community and the education system; and

5. Increasing cooperative relationships between related programs, agencies, and institutions.

Awards are made to local education agencies, which design training programs jointly with community organizations and agencies, community colleges, and nearby universities, and with their State education agencies. The schools subcontract with cooperating institutions of higher education to provide training services. Projects must be located in schools with high concentrations of low income families.

The Career Opportunities Program encourages low-income men and women to start their careers as education auxiliaries at whatever level their abilities and interests permit, then follow a career lattice to

*Source: USOE

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more responsible, more remunerative, and more challenging jobs in low income area schools.

Career Opportunities help school districts and universities create programs that are more relevant to the needs of low income people and to the career training needs of the participants themselves. Training combines academic study toward high school equivalency, the associate of arts and the baccalaureate degrees, with classroom work in low income area schools supervised by experienced teachers, who serve as team leaders and cooperating teachers. A combination of course approaches, including practica, enable participants to earn 30 credits per calender year.

Name:

Urban/Rural School Development Program

Legislation:

EPDA, Part D, Section 531

Program Purpose and Operations:

The Urban/Rural School Development Program is designed to bring about enriched learning opportunities for students in schools serving a high concentration of low-income families. Its basic purpose is to produce -- (over the life of a five year project) -- accelerated classroom academic achievement, improved affective development, and increased range of opportunities for students. Through a strategy of close school-community collaboration, the program concentrates on the following intermediate objectives:

1. To make training for educational personnel more responsive to the needs of the school, its staff, its pupil population, and the community by means of concentrating training and program development resources in a single school or in a limited number of related schools;

2. To develop improved decision-making capabilities in school and community personnel;

3. To develop within the school and community a continuous process for identifying critical needs and assembling ideas, resources, and strategies to meet those needs; and

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4. To effect a process through which the individual school and its community accepts responsibility for its decision, and is accountable for its actions regarding the utilization of resources, formulation of strategies, and development of a program to improve pupil performance.

Local education agencies are the usual grantees.

Educational personnel normally employed in participating schools (teachers, paraprofessionals, counselors, principals, etc.) receive training, and implement curricular and organizational reforms.

Name:

Teacher Centers

Program Purpose and Operations:

Teachers have access to a wide range of instructional resources, and are trained in specific instructional competencies. Each center has a specific emphasis contributing to the improvement of in-service teachers, e.g., performance-based programs, training of teaching interns, coordination for area educational cooperatives, etc.

Name:

TREND Site (Targeting Resources in Education for the Needs of the Disadvantaged)

Program Purpose and Operations:

TREND is the response to the Commissioner of Education's objective of improving education for the disadvantaged. TREND sites attempt to coordinate in local education agencies all Federal programs in compensatory education. This was one of about ten plans for urban education improvement in the nation where a serious effort is being made to more effectively concentrate and relate Federal support programs for the improvement of the quality of education, according to USOE.

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Name:

Protocol Materials

Program Purpose and Operations:

Reproductions (visual, auditory, or printed) of behavior that portrays concepts in teaching and learning. The immediate purpose of protocol production is to provide the raw material or data for interpretation of classroom behaviors. The ultimate purpose is to facilitate the development of interpretive competencies in teachers. Such competencies include:

1. The ability to demonstrate a functional knowledge of some psychological, philosophical, and sociological concepts that are relevant to the teacher's work;

2. The ability to interpret behavior situations in terms of significant educational concepts;

3. The ability to use interpretations to formulate alternative plans for teaching and other activites such as conferences with parents and interaction with administrators.

Name:

Training Complex

Program Purpose and Operations

The training complex is an institution to facilitate cooperation among colleges, universities, and schools in improving the preservice and in-service training of teachers and other school personnel. In addition, it provides a convenient and efficient means for engaging in this enterprise the full range of training resources of business, industry, and community.

Name:

Special Education Program

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Legislation:

EPDA, Parts C, D, and F

Program Purpose and Operations:

The purpose of the Special Education Program is to train regular classroom teachers and other educational personnel to meet the needs of handicapped children in regular classrooms. Primary objectives are:

1. To increase the number of regular educational personnel who understand and con deal effectively with handicapped children in regular classrooms, particularly leadership personnel such as deans of education, school superintendents, principals, and State education agency administrators who are capable of significantly infuencing other personnel or programs;

2. To train teacher trainers so that they can integrate special education effectively into regular teacher preparation programs;

3. To encourage training institutions to modify existing preparation programs so that regular teachers and other educational personnel will be more capable of working with handicapped children in the regular classrooms;

4. To provide training in the techniques of special education for personnel such as school administrators, school psychologists, counselors, educational media specialists who are or will be responsible for educating the handicapped in the regular classroom, and teacher aides for both regular and special education classrooms; and

5. To encourage the development of training projects that address the needs of handicapped children in poverty populations, both urban and rural.

Grants are made to institutions of higher education and State and local education agencies.

Name:

Early Childhood Program

Legislation:

EPDA, Part D, Section 531

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Program Purpose and Operations:

The Early Childhood Program supports projects to train and retrain personnel for programs for yound children ages 3-9. The primary objectives of the program are to increase the supply of qualified teacher trainers, supervisors, curriculum and evaluation specialists, teachers and aides in early childhood education and to improve the quality of training programs for these personnel. Grants are provided to institutions of higher education and local education agencies for institute or fellowship or combined programs.

Name:

Training of Teacher Trainers Program

Legislation:

EPDA, Part D, Section 531

Program Purpose and Operations

The Trainers of Teacher Trainers Program (TTT) supports training projects for teacher trainers and trainers of teacher trainers in institutions of higher education and in local and state education agencies. The primary objectives of the program are to identify, recruit, and train qualified persons to be teacher trainers and trainers of teacher trainers to increase the competency of personnel functioning in these positions and to improve the quality of preservice and in-service training for personnel in these positions.

Grants are made to local and state education agencies and institutions of higher education for combined short-term and long-term training activities.

Participants include university or school personnel responsible for the preparation or leadership of teacher trainers, as well as prospective trainers. Other school or college personnel who serve on clinical teams or whose training provides practicum experience for teacher trainers or trainers of teacher trainers also participate.

Name:

Pupil Personnel Services Program

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Legislation:

EPDA, Part D, Section 531

Program Purpose and Operations:

The goal of the program is to improve the quality of education for low-achieving students from families of low-income by providing entry and practicing pupil personnel service workers with interdisciplinary training coupled with practicum experience.

The specific objectives are:

1. To improve qualifications of trainers and supervisors of pupil personnel specialists;

2. To develop alternative manpower development models;

3. To recruit and train minority group members as pupil personnel specialists; and

4. To bring about organizational change in both the training institutions and in schools where pupil personnel specialists function.

Projects include training in the following fields:

1. Guidance services, including counseling;

2. Psychological services, including school psychology, psychiatric, and other mental health services;

3. Social services, including school social work, attendance work, and visiting teacher services; and

4. Health services, including the teacher (or school) nurse, physician, and dental hygienist.

Projects are short (usually no less than 6 weeks total) or long (as much as two summers and the intervening academic year). Although summer training projects are usually full time, any project may call for either full- or part-time participation or a combination of these.

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Name:

Educational Leadership Program

Legislation:

EPDA, Part D, Section 531

Program Purpose and Operations:

The Educational Leadership Program supports projects to increase the competence of people who now serve or intend to serve as administrators in elementary or secondary school systems at the local or state level. The primary objectives of the program are:

1. To identify and recruit personnel, especially from mew and varied manpower sources and train them for school administrative positions in inner-city schools and other difficult and challenging settings;

2. To create new or improve existing training programs for administrators which:
   a. reflect cooperative arrangements between local education agencies, instructions of higher education, and other agencies;
   b. are directed toward new roles for administrators; and
   c. influence change in the regular educational administration program within the university;

3. To train trainers of administrators and other leadership personnel.

Grants are made to local education agencies, institutions of higher education and State education agencies.

Individuals who are administrators or who wish to become administrators in elementary and secondary schools are eligible to participate. An attempt is made to attract promising young people from both educational and non-educational backgrounds. Emphasis is given to recruiting minority participants.

Highest priority is given to projects which seek to improve the quality of education in inner-city schools. The group to be served in this setting is largely comprised of minority groups and other disadvantaged peoples.

Name:

Bi-lingual Education

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Program Purpose and Operations:

A program with the primary purpose of demonstrating and installing educational systems using two languages as a medium of instruction for all or a significant portion of a child's learning experience. It is generally agreed that effective bi-lingual education should include a strong emphasis upon the history and culture of the languages represented.

Name:

School Personnel Utilization Program

Legislation:

EPDA, Part D, Section 531

Program Purpose and Operations:

The goal of the School Personnel Utilization Program is to encourage adoption of differentiated staffing patterns in the Nation's elementary and secondary schools. The following objectives relate to attainment of this overall goal:

1. To train educational personnel for new and differentiated staffing patterns which include the following elements:
   a. differentiated functions of all school personnel including teachers, administrators, and para-professionals;
   b. differentiated salaries according to functions and roles;
   c. flexible instructional time schedules;
   d. differentiated instructional modes;

2. To improve the managerial, organizational, instructional and technological skills and attitudes of professional personnel by operationally defining the skills relative to the particular staffing pattern and training for them;

3. To bring about changes in student attitude and changes in achievement in those specific instructional areas for which differentiated staffing patterns are to be employed;

4. To increase the understanding, support, and participation of the community in the educational system;

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5. To increase understanding, support, and participation in other schools within the system;

6. To encourage State education agencies to consider alternatives for utilizing certified and non-certified personnel and to encourage flexible credentialing practices;

7. To promote participation of local teacher organizations in major decisions;

8. To encourage universities to make changes in in-service and pre-service programs.

Grants are made to institutions of higher education and State and local education agencies.

Name:

Right to Read

Program Purpose and Operation:

The National Right to Read program, administered through the Office of the Deputy Commissioner for Renewal, is a coordinated endeavor involving all segments of society, public and private, professional and nonprofessional, to insure that in the next decade no American shall be denied a full and productive life becasue of an inability to read effectively. The major goal of the Right to Read effort is to increase functional literacy.

Name:

Vocational Education Personnel Program

Legislation:

EPDA, Part F, Secs. 552 and 553

Program Purpose and Operation:

The goal of the Vocational Education Personnel Program is to provide State and local career education leaders with the capability for

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developing a systems approach to professional personnel development which is responsive to local needs and which will effect improved preparation of education personnel at institutions of higher education. The enabling objectives are 1) to initiate cooperative arrangements between State and local education to ensure the adequate preparation and development of professional personnel for career and vocational education; 2) to improve the quality and effectiveness of the instruction and administration of existing career and vocational programs; and 3) to continue support for the revision and refinement of the States systems for professional personnel development in career and vocational education.

The vocational Education Personnel Program provides opportunities for State boards for vocational education and institutions of higher education to train and retain experienced voactional education personnel and other personnel in order to strengthen vocational education programs and the administration of schools offering these programs. This is accomplished through grants that are awarded to States according to the degree to which they have developed a statewide plan for professional personnel development in vocational education.

The Leadership Development Program, which grants awards to institutions of higher education for the development of new and innovative programs at the leadership level, has been the second componenet of the Vocational Education Personnel Program. The doctoral component of this program has been phased out.

Name:

State Grants Program for Attracting and Qualifying Teachers

Legislation:

EPDA, Section 4, amended by P.L. 90-575, Title 1, 1968.
Part B, subpart 2 of EPDA.

Program Purpose and Operations:

The purpose of the Part B State Grant program was to enable States to meet teacher shortages by recruiting and training persons outside the normal education system (from other professions, artisans and craftsmen, former teachers and others)as teachers or aides. Those recruited received intensive short-term training. All who completed the training were assured a position in a school system where they received

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additional on-the-job training. The B-2 program helped link a variety of Office of Education and State personnel development programs, and brought together State education agencies, colleges and and universities, local education agencies, and communities on a cooperative basis to work out new kinds of teacher training programs.

The State Grants Program provided grants to the 50 states, the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, the Canal Zone, and the Trust Territory of the Pacific Islands. All 50 states and all Territories with the exception of the Canal Zone had approved State plans. Each State agency identified its own priorities for training and within the framework of the Federal guideline established its own criteria for recruitment and standards for training programs. Training projects were conducted directly by State education agencies or by local school districts who submitted proposals for the State allocated funds, singly or in consortia.

The amount of funds allocated to each State was determined by a stauatory formula which provided a minimum of $100,000 to each State and the equitable distribution of the remainder of the Congressional appropriaton on the basis of the total public and nonpublic elementary and secondary school enrollments. No more than one-third of each State grant was to support the training of aides.

Becasue the current teacher surplus has eliminated the need to encourage additional persons to enter the profession, the B-2 program was formally terminated on June 30, 1972. The program activity and experience gained with constituencies such as State Departments of Education, institutions of higher education and local education agencies in coordinating a number of Office of Education funded programs, however, were merged with the anticipated establishment of local sites for carrying out the new educational renewal strategy.

Name:

Attracting Qualified Persons to the Field of Education

Legislation:

EPDA, Part A, Sec. 504

Program Purpose and Operation:

The purpose of the EPDA, Section 504(a) was to attract qualified persons to the field of education who ordinarily would not consider this field by:

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1. Identifying capable youth in secondary schools who may be interested in careers in education and encouraging them to pursue postsecondary education in preparation for such careers;

2. Publicizing available oppotunities for careers in the field of education;

3. Encouraging qualified persons to enter or reenter the field of education; and

4. Encouraging artists, craftsmen, artisans, scientists, homemakers, and persons from other professions and vocations, to undertake teaching or related assignments on a part-time basis or for temporary periods.

Since passage of the legislation underlying this program, a situation of a national teacher surplus has emerged and been recognized. It is equally clear, however, that there are still certain areas in which there is either a shortage of teachers or a lack of highly qualified, highly motivated personnel. These areas include (1) personnel for inner-city or areas having a high concentration of educationally disadvantaged pupils, (2) personnel for bilingual or bicultural education, (3) personnel for vocational or career education and for education of the handicapped.

This program was redirected to focus on tose areas of critical shortages during fiscal year 1972.

Name:

Teacher Development for Desegregating Schools Program

Legislation:

EPDA, Part D, Section 531

Program Purpose and Operation:

The purpose of the Teacher Development for Desegregating Schools Program is to meet the special needs of educational personnel who serve or will be serving in recently desegregated schools. The primary objectives of the program are the following:

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1. To improve the subject matter and professional competence of inservice teachers especially in the South in order to bring better instruction and educational services to the shildren served. The most critical areas are language arts, reading adn mathematics;

2. To prepare in-service teachers and other eudcational personnel to perform better as professionals in interethnic and cross-cultural school and community settings;

3. To enhance the capacity of the institutions supported to do a better job of preparing teachers, thereby reducing the need for inservice and remedial retraining.

Grants are made primarily to institutions of higher education.

Groups of teachers and other educational personnel from the same school or district are trained as a team at project centers. In a few instances, where the resources are available, regional training centers for teacher trainers are supported. Training is in one of the priority fields of language arts, mathematics, Black Studies and Human Relations, educational planning, and relates to the particular problems which teachers must face in desegregating schools. When the teams return to their respective schools they are expected to extend their knowledge by conducting training sessions for other personnel in their school. In turn their own training is reinforced by part-time academic year followup.

Name:

Teacher Corps Program

Legislation:

Title V, P.L. 89-329 (1965) amended by Part B-1, EPDA

Program Purpose and Operation:

The purpose of the Teacher Corps is (1) to strengthen the educational opportunities available to children in areas having high concentrations of low-income families, and (2) to encourage colleges and universities to broaden their programs of teacher preparation. To achieve this, the Teacher Corps attracts and trains college graduates and upperclassmen to serve in teams under experienced teachers; attracts volunteers to serve as part-time tutors or full-time instructional assistants; and attracts and trains educational personnel to provide specialized training for juvenile delinquents, youth offenders,

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and adult criminal offenders. Typical particpant activities involve academic work in a college or university, on the job training in schools and participation in school related community projects. Typical program elements include flexible models of teacher education based on performance criteria, involvemnt with other college and university departments outside the school of education, granting credit for the internship period, and utilization of regular school staff and members of the community in the teaching staff.

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Appendix C

Recommendations and Opinions of Selected Educators and Citizens on the Future of the Education Professions Development Act

In preparing this report, the Council sent out letters soliciting the opinions of a large number of educators and citizens about the future of EPDA. Far more responses were received than can be included here. The excerpts from letters below have been condensed and edited without changing the substance. They are representative of letters received; the full texts of all letters are on file.

On the broader purposes of Federal support for educational staff development:

> Our educational establishment, more than any of our other resources, has assured to the largest number of our citizens the surest route to the fullest realization of the American Promise. Such realization, of course, depends in part upon adequate staffing of our schools.
>
> The wider task of education at this time is, in my view, to rediscover and propagate that sense of the inviolable rights and responsibilities of persons everywhere which alone can stir and sustain the world-wide effort needed to rescue mankind from the divisions of classes, races, creeds, and ideologies which threaten it.
>
> The point of my comments then is to recommend the continuation of the Education Professions Development Act... to guide this delicate, complex, and on-going readaptation of our educational institutions to the pressing demands of the growing interdependence of peoples and states.
>
> Theodore M. Hesburgh, C.S.C.
> President, University of Notre Dame

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On the use of EPDA for testing new ideas:

> Over the past five years, EPDA programs in many different fields have provided an opportunity far transcending the original quantitative needs the legislation was to help meet, to test some of the more responsible new ideas of national import in the fields of personnel development. To be sure, the record shows both failure and success, not unlike the results of any social intervention at any level of the federal system. But the record of success or failure should not determine whether we should abandon our national efforts in behalf of pre- and in-service training for those who staff our nation's schools and colleges. Without the legislative authority we do not even have the opportunity to try such efforts.

Samuel Halperin
Director, Institute for
Educational Leadership
The George Washington University

On the continuing need for EPDA-type support:

> We are very much in favor of a continuation of the Education Professions Development Act beyond June 30, 1975. Despite changes in the supply and demand picture of teachers as a whole, the need for the type of assistance provided by EPDA remains strong.
>
> Michigan State University has been involved in a number of EPDA projects since passage of the Act in 1967. These projects were significant endeavors which could not have been undertaken without federal support made available through the EPDA. In most instances federal support makes possible the preparation of professionals from outside the mainstream of usual personnel sources. An example was the preparation of inner-city residents as Head Start teachers.
>
> Our University is called upon to furnish pre-service and in-service programs for a wide array of professional groups including: physicians, hospital supervisory personnel, social workers, community government leaders, prison personnel, school and community counselors, and career counselors. We face increasing difficulty in funding the in-service aspects of these demands through

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our own resources, and we know of no source other than the EPDA.

There is increasing need for the in-service education of all teachers and administrators, but especially for those in urban schools. Society's response is as yet inadequate in its educational input to children of the poor, the black, and the brown. Federal monies, such as those provided through the EPDA, are essential to the development of necessary consortia arrangements between schools and universities to achieve minimal improvements.

Additionally, we have been engaged in a series of contracts under the vocational-technical leadership program. These have produced a number of successful doctoral candidates who have moved on into significant positions in vocational education in school districts, colleges and universities and governmental units. Again, this type of training would suffer without the EPDA.

It is our view that a real need exists for the kind of federal support supplied by the EPDA programs and projects. It is our hope that the President and the Congress can be alerted to the very real contributions that EPDA has made to educational programs in America in these past years as well as its potential in meeting new and emerging problems.

Clifton R. Wharton, Jr.
President
Michigan State University

On in-service education:

There are three specific areas for which we would strongly support EPDA involvement. These are: in-service education in the area of early childhood education, i.e. training and retraining of teachers of the very young child;

in-service education in the area of continuing and life-long education, i.e., training and retraining of teachers of adults;

teacher internships, i.e., the development of transitional programs for the gradual movement of teachers-in-training into full-time and full-

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responsibility roles.

Albert Shanker
President
American Federation of Teachers

* * *

The need for "training" now exists most intensely at the in-service level. A major failing of E.P.D.A. was in not devoting sufficient resources to in-service staff development. If funds are made available for in-service development, we must be clear in defining a focus for our efforts (already "in-service" is becoming a bandwagon term that can become badly mishandled with dire consequences for the prospects of long-term educational change):

a. In-service teacher improvement with a focus upon:

1) Strategies for systematically improving the "technical skills of teaching (through microteaching, etc.).

2) Providing teachers with self-evaluation skills so that teachers become engaged in an on-going self-diagnostic/prescriptive process for themselves (some of the clinical supervision techniques are applicable here).

3) Training to more adequately meet the identified needs of children within given systems (particularly "target populations"). Basic skills development is a frequently cited need and consequently resources should certainly be directed toward providing teachers with improved skills in teaching communications arts and computational skills (i.e., "survival skills").

4) Affective, human relations training that would also include race relations training.

5) Interdisciplinary education -- a focus upon broadening the vision of teachers to look at education in more global, integrated terms and to break free of the restraints of traditional disciplines.

b. Leadership training for educational administration:

1) A major attempt to refocus administrators on the integral relationship that exists between staffing, curriculum, and organizational arrangements within the schools so that their change efforts are undertaken systematically to take each of these factors into account. A major training need here is in "planning" techniques.

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2) Special focus on principals as the key levers of change within public schools.

3) Team building training.

4) Collective bargaining.

c. Training for state department of education officials in areas that parallel training above so that changes in policies within state departments might be more in phase with the needs and directions of the schools.

d. An emphasis upon collaborative in-service relationships between school systems and training agencies (most likely the teacher education schools and departments) so that programs are field-centered and responsive to the needs of particular school systems rather than to the perception of the teacher educator (some of the Teacher Corps programs provide good models here).

Robert A. Mackin
Director
National Alternative Schools Program
University of Massachusetts

* * *

Traditionally, in-service training has been carried out through college courses -- after school, evenings or during the summer -- or in district-mandated sessions. Many argue that such training often fails to respond to teacher needs and interests. They want and need help for specific problems that they face in their classrooms and the opportunity to base their learning on their everyday experiences with children. More often than not, college courses cannot do this. District supervisors and administrators have not been trained to provide this type of on-the-job support for teacher learning yet it is often only when one begins to teach that the real questions emerge and the opportunity to learn is made vivid.

One of the more promising developments in recent years that attempts to respond to such needs is the "teacher center." While collectively, centers so named might defy a single definition, generally they have these characteristics in common. They are a facility where teachers go to -- voluntarily -- to seek help in curriculum, materials, learning about how children learn, teaching techniques, etc. Centers

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run workshops and seminars usually on topics responsive to teacher needs. They stack and exhibit new materials for teacher study. They encourage teachers to share their skills and problems with each other and to look to each other for support and help. Center staff members are often experienced teachers who have had some advanced training and have the personal skills to relate well to adults. Some centers train and employ advisors who are available to visit the teacher in his or her own classroom to offer help and guidance in areas of the teacher's needs. An important characteristic is that the personnel associated with a teacher center not be part of the supervisory structure that evaluates teacher performance. Since the whole idea is to encourage teachers to acknowledge their problems and seek help, combining advisory and supervisory roles acts to discourage teachers from acknowledging their needs.

A second area that I would suggest attention to is that of training for the policy leadership of American education. It would seem to me that there needs to be federal authority broad and flexible enough to assist the training needs of state education leaders (e.g., state education board members, members of the recently enacted 1202 commissions, state education agency officials, state legislative and gubernatorial staff members engaged in education). Similarly, there is need for training of regional and national leaders as well. How this may be helped is open to discussion, of course. Still, with a slow to no-growth economy, and with the complexity of education issues with increasing economic, political, and social implications, as well as their educational implications, such leaders need help, need to interact, and need some form or other of continuing development.

Harold Howe II
Vice President
Division of Education and
Research
The Ford Foundation

* * *

I do not think that funding should be given to universities merely to schedule additional sections of existing teacher education courses, but that the funding should provide for inservice teacher education programs to be taken to teachers, wherever the teachers are, and that such programs should have at least two distinct parts. The first, is to bring teachers up to date on what we have learned from research in teaching and learning. In addition, many things have happened in sociology, anthropology, psychology, and other disciplines

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that have a direct bearing upon teaching and learning. But there isn't a chance in the world that the average teacher will ever find out about these dramatic changes and much less a chance that he will ever be able to use such information unless the profession takes such information directly to teachers.

The second item of inservice teacher education is to update teachers in subject matter fields.... We have some excellent new methods of teaching history that make the learning of history (and the total understanding of our cultural heritage) a dynamic experience for student. These new teaching methods are successfully applicable to numerous subject matter areas.

Melvin Barlow
Professor of Education
The University of California
at Los Angeles

On extending productivity in education:

We need to train individuals in the serving professions, especially education, who have the conviction and know how to be more productive, that is, to serve more students without lowering quality. The guilds will view this development with some suspicion. The government will have to be an initiating force. A program should be devised for training people to extend their productivity.

David G. Brown
Executive Vice President
Miami University

On a flexible EPDA:

There's a significant need for continuation and expansion of EPDA with emphasis placed upon long-range planning and training of educational personnel, short-term assignments for creative persons in the arts, retraining opportunities in response to changing manpower needs, availability of community experts to learners, and broad-based support of competency-based teacher education training programs.

Ernest L. Boyer
Chancellor
The State University of New York

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On improving quality in teacher education:

Although EPDA was passed to assist in the alleviation of a teacher shortage, there is need for this legislation to continue even though the shortage has largely been met. EPDA money has been used at Appalachian State University to upgrade the quality of teacher preparation. There is a great need for this quality improvement to continue.

Present levels of state funding preclude very much staff development either in the colleges and universities or in the public schools. Federal monies are essential if such faculty upgrading is to be achieved.

Herbert W. Wey
Chancellor
Appalachian State University

On in-service training for administrators:

I hope that EPDA after June 30, 1975, would emphasize the improvement of both the management and leadership skills of prospective and practicing school administrators. I strongly believe that EPDA has contributed significantly to the professional improvement of educational personnel since its inception and I'm of the opinion that the legislation ought to be continued although perhaps with a slightly different thrust.

It seems to me that administrators must be knowledgeable and supportive of the many programs and personnel improvements of the past few years if we hope to maximize their impact in the nation's schools. Often administrators are not as knowledgeable of new developments as are their staffs and other significant referent groups. This can be perceived as unwillingness or inability to innovate and respond to pressing needs.

Perhaps more important than an awareness of new programs, technology, and staffing patterns, the administrator must know how to manage change -- how to organize human and non-human resources so that the system or building he administers is open and responsive to shifting needs and expectations. He must be continually willing to assess and improve organizational performance. Additionally, programs must be administered and change managed both

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effectively (optimum utilization of resources) and efficiently (maximum achievement of intended results). Administrators need upgrading in systems management skills.

Paul B. Salmon
Executive Secretary
American Association of
School Administrators

On competency-based education:

The staff of this District, after a careful assessment of its current needs, suggests the following priorities related to pre-service and in-service faculty and staff development:

- The planning, development, implementation and evaluation of competency-based pre-service and in-service teacher education models.
- The identification, development and assessment of generic teaching competencies.
- The development of exemplary strategies for acquisition of competencies in an action oriented, field based teacher education program emphasizing the sharing of decision making between public schools and area colleges/universities.

Nolan Estes
General Superintendent
Dallas Independent School District

On opening up education to the real world:

The original motive to come up with EPDA was to bring into some kind of umbrella legislation the great many educational personnel related statutes in the Federal government. It has turned out to be a good idea, in that it brought to focus a more interrelated process of thinking about the personnel in our educational systems.

Our institutions (need) to open up to new sources of talent and experience in the real world. When we speak of faculty development in these days we normally think of now to get the faculty out of the college into

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the midst of new experience. The academic climate can be enriched by exchanges coming the other way.

We have a very rigid society on freezing education in as association with the young, work in an association with adults, and leisure in an association with retirees. This is patently ridiculous. The professions in general, and certainly those in education, should be setting up mechanisms of funding and counseling that would make it quite commonplace for people to make marked changes in their careers. The Education Professions Development Act could take some very pioneering turns to help fund and develop some model programs in this kind of dynamic professional growth and development.

Paul A. Miller
President
Rochester Institute of Technology

On the need for better research in education:

I have two suggestions for areas that need to be emphasized after the EPDA expires:

The graduate training of educational researchers has never been heavily supported, but we have now reached a point with NIE where the support has almost disappeared altogether. My own feeling is that the dubious quality of educational research is not attributable as much to the lack of research funds as to lack of qualified persons to carry it out. A well trained, imaginative, and entrepreneurially-oriented researcher can find the funds to carry on his work. What we need, then, is a concerted effort to recruit and train scholars to work on educational problems. My hunch is that the best place to start a talent search is in the basic academic disciplines relating to education (psychology, sociology, economics, political science, anthropology, and so forth), rather than with the professional educators. It is my strong impression that the little research of high quality that has been done has been carried out by persons from the basic social science disciplines who have moved over into education as a field of investigation.

My second suggestion has to do with monitoring the state of the education profession. If we are to develop a meaningful policy for education professions development, we need to know what the problems are, what the likely supply of personnel will be in the near future, and what the demand for these personnel is likely to be. Obviously, this suggests the need for an adequate data base which can be

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used to monitor the flows of personnel through the various education professions. What little research of this kind that has been done in the past is ad hoc in nature. What is needed instead is a sustained effort to establish and maintain a data base which will permit us to monitor flows of persons as they move through the educational system and into the world of work.

Alexander W. Astin
Professor
Graduate School of Education
The University of California
at Los Angeles

On training new professionals for lifelong learning:

If lifelong learning becomes a reality, institutions not primarily instructional in nature (e.g. public libraries, community centers, granges, unions), will become involved in guiding learning. People working in program areas of these institutions should be regarded, for the purposes of the act, as educational professionals and training programs should be provided for them. Because most of the instruction offered by those institutions will be technological in nature, educational technology should be basic to any such training programs.

Implicit in the concept of a learning society is that learning can be delivered lifelong to all. However, existing education institutions and practices cannot presently reach many levels and areas of our society in an effective instructional sense unless modern technology is employed systematically and innovatively. Examples would be self-instructional materials mailed to individual learners or loaned from public libraries, recorded instruction available by dialing a telephone number, telecommunications by satellite. Modern technology provides both the storage of instruction and the diversified and efficient means of delivery to any lifelong learner in the country. Professionals will need to be trained to design and develop such forms of instruction.

Mendel Sherman
Director, Division of Instructional
Systems Technology
Indiana University

I would strongly recommend that Federal support be given to programs designed to retread faculty in conventional institutions so as to enable them to meet the needs of the broadening consistency of higher education. Since

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less conventional learning will loom more and more importantly in higher education enrollments, it should be evident that the traditional faculty must take on increasing responsibility for educating these adults. But the barrier here is that most faculty lack training or experience in helping adults learn.

Kenneth D. Roose
Education Consultant
Ft. Lauderdale, Florida

On a development focus for EPDA:

EPDA should be enlarged to meet the needs of the 1970's. The focus should be on development, as the title suggests. Enlargement of scope should take the following forms:

-- re-education of in-service teachers, especially in innovative ways;

-- pre-service training in areas of need, as well as re-training of incumbent teachers to fill positions in areas of need;

-- grants to establish more Ph.D. programs in Black colleges, including financial assistance to students in these programs;

-- develop a plan to use elementary schools, now less crowded, for early childhood education throughout the country;

-- funding of new educational models, including research to determine the components of effective teacher training;

-- funds to help school systems bring in resource persons during crisis situations.

Kenneth S. Tollett
Director
Institute for the Study of
Educational Policy
Howard University

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On management training for higher education:

> Middle management at higher education institutions seems to be particularly weak, because faculty members generally assume positions as department or division heads or even deans with even less preparation for the position than they had for the teaching function. Consequently, in-service education for administrative and budgetary skills are particularly needed and could well be the focus of new EPDA legislation. The problem of reallocation of institutional resources is going to be top priority in colleges no longer able to adapt to changing needs merely by leaving every program intact and simply adding on.
>
> Robert E. Kinsinger
> Vice President
> W.K. Kellogg Foundation

On programs for development of college faculty:

> Just as we needed federal assistance to cope with the pressures of numbers, we need different kinds of assistance to cope with the lack of numbers. We are talking about abnormally low mobility among schools and colleges; few added positions; probable cutbacks and personnel reductions; shifts among fields and specialties without any overall increase in resources. There is a prospect of those in our schools gradually growing old together, insulated by fraternal complacency or by bargaining agreements, and the students and our society will be the losers.
>
> Stanley O. Ikenberry
> Senior Vice President
> The Pennsylvania State University

> There is a growing and urgent problem of aging and obsolescence. New teachers are not being employed, teachers are being dismissed as enrollments decline, early retirements are not catching on due to inflation, and some faculty are being forced to teach outside of their disciplines. With increased tenure percentages, increased average age of faculty, decreased mobility and increased insecurity, we have all of the ingredients for "Quality Distress" in our schools and colleges.

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Retraining, upgrading, and alternative professional training for our faculty members has become a necessity. This needs to be done through Schools of Education, Centers for Higher Education, and within the affected schools and colleges themselves. During the last four years, the average age of college faculty has increased from 41 to 45 -- an increase of one year each year. This is unheard of. It means that we are not employing young faculty. It means that our colleges are being staffed by older faculty. It means we are losing the input from young, agressive, creative people.

If so, programs of retraining, upgrading, and creative stimulation must be instituted now -- not five or ten years from now.

Joseph P. Cosand
Director
Center for the Study of Higher Education
The University of Michigan

APPENDIX D

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Many persons have been consulted in the preparation of this report. We wish to thank the following who either provided written comments or submitted to interview:

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